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✓

1947

PAUL HUSTIN

File No. 347

pp. 5463 to end

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FO 371 61863

**CLOSED
UNTIL
1978**

61863

26

1947

E

PALESTINE

E 5463

24 JUN

2

Registry
Number

TELEGRAM FROM

No.

Dated

Received

in Registry

E 5463/347/31

U.K. Del

Geneva

765

23 June

24 -

Under Baycott.

L/PA Geneva 6/756 (E 5382/347/31) which
answers queries in 70 of 766.Harpham leaving Geneva for U.K. 24 June
and will be contacting Stevens and Parker.

Last Paper.

1-382

References.

(Minutes.)

L/PA L.O.

B.O.T.

E.R. Dyer

M.E. Smith 17/7

HB 24/6

(Print.)

61863

(How disposed of.)

E) C.O.

B.O.T.

✓ 2 July

(Action
completed.)

(Index.)

G.M. 14/7

H. 14/7

Next Paper.

E 5585

30471 F.O.P.

1
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Reference:

FO

371

61863

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E 5463

Cypher/OTP

INTERNATIONAL TRADE DISTRIBUTION

FROM GENEVA TO FOREIGN OFFICE

(United Kingdom Delegation)

No. 765

D. 4.27 p.m. 23rd June, 1947

23rd June, 1947

R. 5.35 p.m. 23rd June, 1947

u u u u u

IMMEDIATE

Restricted

NEUTRAL

Your telegram No. 766.

You will by now have had our 756 which we think answers your queries.

2. Harpham is leaving Geneva for United Kingdom by train Tuesday 24th June and will be contacting Stevens and Parker.

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Reference: **FO 371** / 61863

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E

4

1947

PALESTINE

E 5585

27 JUN

Registry
Number

FROM

No.

Dated

Received
in Registry

E 5585/347/1.

P. R.

W. Tinner

28 June

27 -

Arch Baycott

inferred. Asked if I am aware that
Govt of Iraq is refusing to allow goods to
pass in transit through Iraq & Palestine.
and what I am to propose to take in order
to prevent this stop on international trade.
in Iraq. I am considering what
action I will take.

Last Paper.

5463

References.

(Minutes.)

H. 23. 28/6

(Print.)

(How disposed of.)

Wt. dipham. C.O.
from M. Beeky

Wm. 21st March.

R.O.T.

July.

(Action
completed.)

(Index.)

GEM/30/6

16/6/48

Next Paper.

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32003 F.O.P.

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Reference:

FO

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EASTERN

E 5585

Parliamentary Question

Lab.

* 23. Mr. Janner.—To ask the Secretary of State for Foreign Affairs, if he is aware that the Government of Iraq is refusing to allow goods to pass in transit through Iraq to Palestine; and what steps he proposes to take in order to prevent this clog on international trade. [Monday 23rd June.]

Leicester to.

ANSWERED BY MR. JANNER
REPLY ATTACHED.

Tel. to Baghdad

H.B. Barclay 19/6

Now see Baghdad Telegram no. 573 (copy attached). The Iraqi action, like that of the Egyptian Government in prohibiting transit of goods from Palestine, is an extension of the original Arab boycott.

We protested when Egypt extended the boycott to transit trade. I think we are bound to do so again, though admittedly we have little chance of persuading the Iraqi Government to change its mind. To refrain from protesting would also encourage the Arabs to believe that Article 23 of the ITO Charter is likely to be a dead letter, and this we do not wish to do (see E ⁴¹⁵⁷ ~~2457~~)

/and

29.

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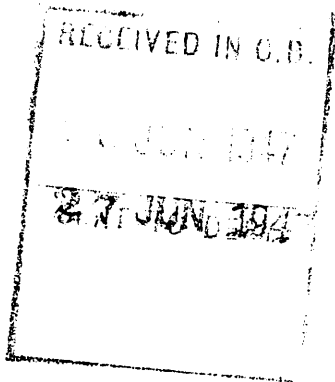
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5A

H. Bentley 20/16

Wijf
20/6



1 2 3 4 5 6

1 2

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DRAFT REPLY

No. 23. Mr. Janner.

23rd June.

H.B. 27/6

Wm 20/6

I am informed that the Iraqi authorities have recently decided to prohibit the transit of goods through Iraq to Palestine. H.M. Government are considering what action they will take in view of this economic discrimination against a territory under British mandate.

Yes, Sir. Mr. R.H.F. is considering what action he will take

Cnm
21/6

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Reference: **FO 371** 51863

Mr. E 7

**PARLIAMENTARY
QUESTION.**

IRAQ (TRANSIT EMBARGO)

56. **Mr. Janner** asked the Secretary of State for Foreign Affairs if he is aware that the Government of Iraq is refusing to allow goods to pass in transit through Iraq to Palestine; and what steps he proposes to take in order to prevent this clog on international trade.

Mr. Mayhew: Yes, Sir. My right hon. Friend is considering what action he will take.

Mr. Janner: Yes, but in view of the serious nature of this interference, will those steps be taken immediately, and will my hon. Friend see to it that there will be no delay at all?

Mr. Mayhew: Yes, Sir, we will certainly take them as quickly as we can.

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Reference:-

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28

E

8

1947

PALESTINE

E 5587

Registry
Number

FROM

No.

Dated

Received
in Registry

E 5587/347/31.

J. P. M. O. A. S. H.

B. O. J.

C. R. 1422/46

24 June

27

Arab Boycott

Re: 40 letter (E 3176/347/31) asking
P.O. to advise on question of further representation
Arab States no boycott. (Agree with
view that there is nothing to be gained
by use of I.S.O. argument.)

Last Paper.

55-85

References.

(Print.)

(How disposed of.)

(Minutes.)

This should be considered in
relation to the recent action by Iraq
in boycotting transit of goods to
Palestine.

E.R. Dept. first

H. B. Bentley 28/6

In view of the attitude taken by Mr. M. A. S. H. in his meeting with him on June 27
and the lack of progress at Geneva on this, I
wonder whether we sh. not now put the
question of representations about the boycott into
our hands until we see whether the position of
Palestine is clarified at all by the General Assembly? It
seems most unlikely that representations will
succeed now and they might only make
further representations say in the interim
before the S.D. and Conference were difficult.

C. V. Crowe

Drops in letters 1/7

(Action
completed.)

(Index)

J. P. M. O. A. S. H.

J. P. M. O. A. S. H.

Next Paper.

E 5968

32003 F.O.P.

H. B. Bentley 3/8

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Registry
No. E5587/347/31

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Draft.

Mr. ~~Hammer~~
Colonial Office
(from Mr. Beeley)

Copy to:
Mrs. Marsh
Board of Trade.

M.E. Scrymgeour
E.R. Dwyer 14/7

In view of the recent meeting you may wish to amend this letter or perhaps not send it at all. If we are going to retreat on Aug. 23 there is less reason to keep the boycott question in cold storage.

L.B.
14/7.

FOREIGN OFFICE, S.W.1.

July 1947

Draft suspended

Please refer to Garran's letter [E3676/347/31] of the 28th May to Trafford Smith, on the subject of the boycott imposed by the Arab States on Palestinian Jewish goods.

You will now have received a copy of a letter to Garran from Mrs. Marsh, Board of Trade, dated ^{the} 24th June, and expressing agreement with the view that there is nothing to be gained by the use of arguments connected with the I.T.O. in any further representations that may be made to the Arab Governments.

Meanwhile, it appears from the discussions now in progress at Geneva that the existence of the boycott of Jewish goods may be an obstacle to Arab membership of the International Trade Organization. Since, however, the United Nations Conference on Trade and Employment, to which the draft charter of the I.T.O. will be submitted, is not likely to take place until after discussion of the Palestine problem by the General Assembly at its next session, there is some chance that the Palestine situation will have entered a new phase before the Arab Governments are faced with the necessity for a decision on the relationship of their boycott with the requirements of membership in the I.T.O.

If/

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9A

If any such change does take place,
it may be easier to resolve the problem
created by the boycott. In any event
we do not think the Arab Governments are
likely to pay much attention to any
representations we may make during the
present preparatory stage of negotiation
for the establishment of the I.T.O.

We should therefore prefer to keep the
general question of the boycott in cold
storage until, with the approach of the
plenary Conference of Trade and Employment,
~~we~~ can make our representations with more
hope of success.

This general conclusion, if you
concur in it, need not of course ~~effect~~
any action which the Palestine Government
may wish to take on the basis of the
Egyptian-Palestine Trade Agreement of 1944
(see the ^{fourth} ~~1st~~ paragraph of Mrs. Marsh's
letter ^{under} ~~unknown~~ reference). We are also
considering the possibility of making
representations to the Government of Iraq
on the limited question of their recent
extension of the boycott to cover the
transit of goods through Iraq to Palestine.

I am sending a copy of this
letter to Mrs. Marsh ~~at~~ the Board of Trade.

NOTHING TO BE WRITTEN IN THIS MARGIN.

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Telephone No.: WHITEHALL 5140

Any reply to this communication
should quote the following reference:

C.R.T. 422/46.

Your Ref.



E 5587

BOARD OF TRADE,
MILLBANK,
LONDON, S.W.1

24th June, 1947.

Dear Mr. Garraan,

In your letter of the 23rd May to Mr. Trafford Smith you asked for the Board of Trade's views on the question of further representations to the Arab States about the boycott of Palestine Jewish goods.

We agree with your view that in the light of telegrams 148, 348, 116 and 198 from Damascus, Beirut, Cairo and Jedda respectively, there is nothing to be gained by the use of the I.T.O. arguments in any further representations that may be made.

With regard to the suggestion made in paragraph 3 of telegram 116, i.e. that representations should be made to the Egyptian Government on the basis of existing Trade Agreements between Egypt and Palestine, this possibility was considered in November last and the Board's views on the matter were given in my letter of the 11th November to Mr. Higham (Colonial Office) copy of which was sent to Mr. Beeley. Our view at that date still stands, i.e. we feel that representations to the Egyptian Government against the boycott on the basis of the "Modus Vivendi" of 1930 might well elicit nothing from the Egyptians except the denunciation of the Agreement itself, a contingency which we are anxious to avoid, particularly since in Egypt after July 15th purchases for sterling will not enjoy any advantages over purchases for other currencies.

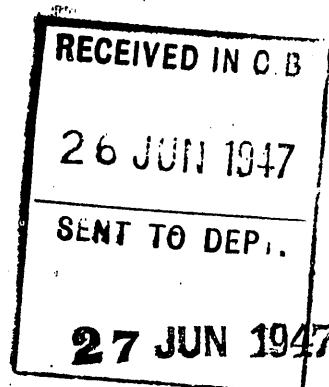
The Egyptian-Palestine Trade Agreement of 1944 includes no general m.f.n. clause for import restrictions and only provides a basis for representations against the boycott of Palestine Jewish
/goods

P. Garraan, Esq.,
Foreign Office,
S.W.1.

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Reference: FO 371 61863

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goods passing in transit through Egypt. The Agreement is, however, limited to Egypt and Palestine and accordingly our objections to representations on the basis of the Modus Vivendi do not apply. It seems to be mainly for the Colonial Office to decide whether there is a risk of denunciation of the agreement by Egypt if the Palestine Government make representations on the basis of it, and if so whether they wish to take that risk. There are presumably advantages to Palestine-Arabs trade under the agreement.

I am sending a copy of this letter to Mr. Trafford Smith at the Colonial Office.

Yours sincerely,

J. Marshall

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Reference: **FO 371 61863**

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E 5968

PALESTINE

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E 5968/347/31

11 K 221

Geneva

923

7 July

Last Paper.

5587

References.

(Print.)

(How disposed of.)

8/6/48

July 16

(on E 5969/347/31)

(Action
completed.)

G.L. 22/8

(Index.)

16/8/48

Next Paper.

5969

Arab League Boycott.

Ref. Geneva 11 756 (E 5382/347/31)

examines further the Arab boycott
with regard to article 23, and possible
deletion of same.

(Minutes.)

Lyon J.O.

E.R. Depo.

M.E. Sargent

Now see E 5969.

H33. 87

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Reference: FO 371 61863

E 5968

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Cypher/OTP.

INTERNATIONAL TRADE DISTRIBUTION.FROM GENEVA (UNITED KINGDOM DELEGATION)TO FOREIGN OFFICENo.923.

D. 4.50 p.m. 7th July, 1947.

7th July, 1947.

R. 6.05 p.m. 7th July, 1947.

Repeated to Beirut,
 Damascus,
 Cairo,
 New York (U.K. Delegation)

IMPORTANT.

Please pass to posts named.

NEUTRALSECRET

My telegram 756: Arab League boycott.

Article 23 came up again on 3rd July when Commission A. resumed consideration of the report of the sub-Committee which had dealt with articles 15 to 23 and 37.

2. Lebanese representative (Mikaoui) reverted to decision of Arab League and referred to suggestions by Netherlands and Czech delegates on previous occasion that article did not apply to Arab League boycott (on grounds respectively that article does not refer to boycotts on grounds of origin or [sic ? of] goods and that Palestine is not a member of the United Nations). He did not however press for formal confirmation that the article and its conditions did not apply in case of boycott in question and simply reserved his position in relation to the article.

3. Our own view formed before the meeting was that the Czechoslovak argument would certainly not hold water and that that of the Netherlands was only doubtfully valid, vide paragraph 7(C) of our telegram under reference. Colban the Chairman was prepared to advance the latter argument and give it as his own opinion that Article 23 was not applicable but we felt that this would not alone satisfy the Lebanese/Syrians and that they would probably force Colban to try and get the Commission as such to endorse his view at least sub silentio. We therefore indicated privately to Colban that his proposed course of action would raise difficulties for us.

4. At the last moment the United States representative (Ryder) appeared ready to propose the omission of article altogether but this we felt would almost certainly provoke debate with doubtful issue and would in any case look very weak and suggest that we had

/put

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Reference: FO 371 84863

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E

E 5969

14

PALESTINE

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E 5968/347/31

11 K Del.

Geneva

924

4 July

Last Paper.

5968

References.

(Print.)

(How disposed of.)

8. P.O.
 July 16
 (with E5968)
 Tel. Geneva.
 1121.
 14. July
 P.T.O.

(Action
completed.)

J.C.M. 30/8

Next Paper.

E 6052

(Index)

11/14/48
 11/14/48

Arab League Boycott.

Rpt Geneva 6/1 423 (E 5968/347/31)

Rpt further on subject of article 23

into guidance on point with a view
to settling the Arab Boycott problem.

(Minutes.)

See also E5968.

It seems to me that the perspective is wrong in paragraph 3 within. I do not think we have ever suggested that our attitude to Article 23 should be determined by its probable effect on the Arab States. This Article was presumably put into the draft Charter for reasons quite unconnected with the Arab boycott on Zionist goods, the Arab objection to it only coming to light at a later stage. Of the three questions asked in this paragraph, the most important is therefore (a), and I suggest it should be answered without much reference to the special circumstances of the Arab boycott. Question 3(b) would then become largely irrelevant.

2. It seems clear that the answer to 3(c) is "Yes". Thus, even supposing that we wish to deal with Article 23 exclusively with reference to the Arab boycott, there would be no need to amend the Article in order to ensure its applicability. If, on the other hand, it is possible to reword the Article in such a way that its general value is unimpaired, while at the same time the Arab objection to it is removed, this possibility is perhaps worth considering. It is open, however, to the objection that it might be interpreted as a recognition of the legitimacy of this particular boycott, and that we might therefore find it difficult to make any further representations to the Arab States on this subject. It would therefore be necessary to consult the Colonial Office and the Government of Palestine before suggestions with this object could be put forward or supported by the British Delegation at Geneva.

3. Paragraph 7. Our intention, before the ~~ese~~ telegrams arrived, was to adopt the philosophy of Mr. Micawber and leave the question in its present indeterminate state and avoid any decision on this question at Geneva.

8. P.O.
 E.R. Dwyer 14 July
 M.E. S. 14 July
 32008 F.O.P. 14 July 23/7

9th July, 1947.

/ Now

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It appeared, at the inter-departmental meeting referred to in the draft, that nobody ^{in London} is particularly interested in Article 23 for any reason other than its bearing on the Arab boycott. This being so, I entirely agree with the opinion of E. R. Dept. that we should try to secure its deletion or amendment.

H.B. Selby 17/7

9/18/77

E. B. Depl. a. a.

My letter to Harter.

It appears that there is no particular deadline for action at Geneva.

There is ~~was~~ one for Aug 8. C.B. 2nd/7.
Cabin is being taken separately.
C.B. 16

H-3.87
18

144

Dft) Sir G. ~~Clauston~~,
C.O.

from Mr. Perkins.
9 July 22
Cops. to

H. Lintoff, B.O.T.

R. Helmore, U.K. Del.,
Geneva.

M. Crowe, E.R. Dept.

✓ 23 July

Dft) Mr. Marten,

U.K. Del. Geneva
from Mr. Barnett.

V 219 only.

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Reference: **FO 371 61863**

15

1. I can't find Mr. Ganan for the moment, but will ask him about the specimens from E5969 in the morning.
2. This is the first time I have seen the file since Mr. Brown enquired about his draft letter to Mr. Marten in E5382. You will see that it

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Reference:-

FO 371 863

1579

H. B. Bealey 23/6

Mr. Bealy.

1. Thank you. We now have a carbon copy, which is attached to Sir G. Clauson's reply to our minutes thereon.

L.P. 25/9

2. Mr. ~~Come~~ to see.
No action in any minute is
was understood etc.

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J.T.O. and the Arab Boycott 16

The Draft Charter at present contains an Article (23) prohibiting boycotts. The Hebrew, on behalf of the Arab League, has ~~not~~ refused to accept this & has indicated that if it stands as it is they will not join J.T.O. The U.K. Delegation, Geneva, ~~have~~ have asked for one more on whether or not let the Article stand, have it deleted & amend it. We strongly favour amendment & ~~it to~~ do Geneva. The Colonial Office are, however, being tiresome.

A meeting was held with them & J.T.O. recently at which it was decided to prepare a paper giving the position in full. The paper is now ready & I attach a letter to Sir J. Blansom enclosing it.

(though we write the paper)
The pp. are Eastern and the letter is normally to signed by Mr. Wright. But to avoid further delay and since he is entirely new to J.T.O. it has been suggested that you might wish to sign. Would you be prepared to do so?

Mr. Wright. I have signed -
on the draft letter - after
correcting some mistakes in the
memo. *Rever* 22/7

Nothing to be Written in this Margin.

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Minutes.

In P.P. U.K. Del, Geneva to Mr. Crome #7 July

H.B. 29/8

16A

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No. E 5969/347/31.

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Draft.

FOREIGN OFFICE. S.W.1.

July, 1947.

Article 23 of the Draft I.T.O. Charter and
the Arab League Boycott.

1. The United Kingdom Delegation at Geneva have asked for guidance as to whether they should seek to delete, or suitably amend, Article 23 (the Boycott Article) of the I.T.O. Charter in view of the conflict between this and the Arab League boycott against Jewish goods. Representatives of the Foreign Office, Colonial Office and Board of Trade have discussed the matter without reaching agreement.

2. Article 23, at present, states that:
"No member shall encourage, support or participate in boycotts or other campaigns which are designed to discourage, directly or indirectly, the consumption within its territory of products of any specific Member country or countries on grounds of origin, or the sale of products for consumption within other Member countries on grounds of destination."

It has been suggested at Geneva that the Arab boycott does not come within the scope of this Article, but the arguments advanced there are unconvincing and the United Kingdom Delegation feel that they are invalid. The opinion of the departmental representatives who met here was unanimously that the United Kingdom (or the Power responsible for Palestine) would be bound under the Article, as it now stands, to challenge the Arab boycott and could not evade doing so by means of any legalistic interpretation/..

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17A

interpretation. Meanwhile the Lebanese Delegate at Geneva has entered a reservation in relation to the Article, which indicates that he also takes the view that the Article would apply to the Arab boycott.

3. From other sources it seems clear that the Arab states will stand together on this point and we have been told that the Arab League countries will certainly refuse to sign the Charter, when the time comes, if it conflicts with their ideas about their boycott.

4. There are four possible courses of action open to us:

(a) To leave matters as they stand, i.e. to accept Article 23 with its present wording and with the Lebanese reservation;

(b) To seek, while the Preparatory Committee is still in session, to delete the Article;

(c) to seek to amend it, while the Preparatory Committee is in Session, in such a way that it does not apply to "political boycotts";

(d) To wait until the World Conference and then, if the situation has not changed, to act as in (b) or (c) above.

5. The arguments in favour of the first course are:

(i) That we should avoid having to climb down on an issue of principle for reasons of expediency.

(ii) That the Arab League countries may give way at the World Conference and agree to lift the boycott, or may join I.T.O. and lift the boycott subsequently when challenged under Article 23.

(iii)/...

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(iii) That circumstances may change, e.g. when the Palestine case has been heard by the United Nations, the Arabs may not then feel so strongly about continuing the boycott.

(iv) That we should avoid repercussions in our relations with the Jews.

(v) That if we wish to make further representations against the boycott on other grounds, or if Palestine wishes to make representations under existing agreements with Egypt and Syria, the likelihood of success would be greatly reduced by a retreat at Geneva or the World Conference.

6. Against this course it may be argued:

(a) That the Arab League States are unlikely to climb down and will prefer to stay out of I.T.O., or leave I.T.O. if challenged about the boycott.

(b) That nothing is likely to happen in the near future, e.g. in the United Nations Assembly, to change Arab feelings.

Consequently (c) that it is fairly certain, if Article 23 remains, that the Arab countries will be outside I.T.O. and

(d) that we shall lose the valuable means that I.T.O. would afford of keeping a check on the Arab States in matters of international trade.

(e) That there might also be a tendency, if the U.S.S.R. remains outside I.T.O., for other non-members to seek or accept closer commercial relations with her. In the Middle East any such tendency would have serious political implications.

(f)/...

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18A

(f) Above all, that the Article as it now stands is unlikely to be of much use as a weapon against the Arab boycott. If the Article is left as it is, the Arab States join I.T.O., and the United Kingdom as the Power responsible for Palestine is thus obliged to challenge them on the subject of the boycott, the result would be, either (i) that the Arabs would ignore the challenge and it would be decided not to invoke Article 35 (the sanctions article); or (ii) that Article 35 would be invoked, but members would be divided on the political issues and no clear-cut decision could be reached by the Organization, which would lower the prestige of both the Organization and the Charter; or (iii) that sanctions would be imposed, which might force the Arabs out of I.T.O., and in any case would do great harm to our relations with them.

7. On balance it would seem undesirable to leave Article 23 as it is. The question therefore arises whether we should try to have it deleted, or whether an amendment would be preferable. The former may be held to constitute too great a retreat on our part and it is unlikely that it would be accepted by other Delegations at Geneva. There is therefore, much to be said for a compromise, and our Delegation have suggested a re-draft of the Article on the following lines:

"No member shall encourage, support,
or participate in, campaigns designed for
economic motives to discourage or reduce
the consumption within its territory
of the products or of a particular class
of/...

NOTHING TO BE WRITTEN IN THIS MARGIN.

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Reference: **FO 371** 51863

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This would leave it open for the Arab boycott to continue (but, as pointed out above, the Article in its present form would in any case be unlikely to put a stop to this boycott). It would prohibit boycotts from economic motives (with which alone the I.T.O. will be competent to deal), and might prove acceptable to the other members.

8. There remains the question whether action should be taken now, or postponed until the World Conference. The main argument for postponement is that the hearing of the Palestine case by the General Assembly of the United Nations might have such results as to cause the Arab States to lift the boycott and make it unnecessary for Article 23 to be amended to all. But it cannot be said that this outcome seems at all probable. On the other hand, postponement has the disadvantages: (a) that it may be far more difficult, perhaps impossible, to amend or delete the Article at the World Conference when it has already been passed at Geneva. It will not be easy to amend the article even in the smaller circle of the Preparatory Committee, but at Geneva we have to deal only with the Lebanon; (b) that if we retreat before the Arabs under the spotlight of a World Conference, their triumph will be greater and the adverse repercussions elsewhere will be magnified.

9. On the whole therefore it seems undesirable to postpone the issue, and it is therefore suggested that the United Kingdom Delegation to the Preparatory Committee be instructed/...

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Reference: **FO 371 51863**

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instructed to try to secure an amendment to
Article 23 on the lines suggested in paragraph
7 above.

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+ 4 flimsies.

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Article 23 of the Draft I.T.O. Charter and
the Arab League Boycott.

1. The U.K. Delegation at Geneva have asked for guidance ^{or to} whether they should seek to delete, or suitably amend, Article 23 (the **Boycott Article**) of the I.T.O. Charter in view of the conflict between this and the Arab League boycott against Jewish goods. Representatives of the Foreign Office, Colonial Office and Board of Trade have discussed the matter without reaching agreement.

2. Article 23, at present, states that:
"No Member shall encourage, support or participate in boycotts or other campaigns which are designed to discourage, directly or indirectly, the consumption within its territory of products of any specific Member country or countries on grounds of origin, or the sale of products for consumption within other Member countries on grounds of destination."

It has been suggested at Geneva that the Arab boycott does not come within the scope of this **Article**, but the arguments advanced there are unconvincing and the U.K. Delegation feels that they are invalid. The opinion of the departmental representatives who met here was unanimously that the U.K. (or the **P**ower responsible for Palestine) would be bound under the Article, as it now stands, to challenge the Arab **boycott** and could not evade doing so by means/

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3. From other sources it seems clear that the Arab States will stand together on this point and we have been told that the Arab League countries will certainly refuse to sign the Charter, when the time comes, if it conflicts with their ideas about the ~~Jewish~~ boycott.

(a) To leave matters as they stand, i.e. to accept Article 23 with its present wording and with the Lebanese reservation;

(b) To seek, while the Preparatory Committee is still in session, to delete the Article;

(c) to seek to amend it, while the Preparatory Committee is in session, in such a way that it does not apply to "political" boycotts;

(d) To wait until the World Conference and then, if the situation has not changed, to act as in (b) or (c) above.

5. The arguments in favour of the first course are:

(i) That we should avoid having to climb down on an issue of principle for reasons of expediency.

(ii) That the Arab League countries may give way at the World Conference and agree to lift the boycott, or may join I.T.O. and lift the boycott subsequently when challenged under Article 23.

(iii) /

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(iii) That circumstances may change, e.g. when the Palestine case has been heard by the United Nations, ~~and~~ the Arabs may not then feel so strongly about continuing the boycott.

(iv) That we should avoid repercussions in our relations with the Jews.

(v) That if we wish to make further representations against the boycott on other grounds, or if Palestine wishes to make representations under existing agreements with Egypt and Syria, the likelihood of success would be greatly reduced by a retreat at Geneva or the World Conference.

6. Against this course it may be argued:

(a) That the Arab League States are unlikely to climb down and will prefer to stay out of I.T.O., or leave I.T.O. if challenged about the boycott.

(b) That nothing is likely to happen in the near future, e.g. in the United Nations Assembly, to change Arab feelings.

Consequently (c) that it is fairly certain, if Article 25 remains, that the Arab countries will be outside I.T.O. and

(d) that we shall lose the valuable means that I.T.O. would afford of keeping a check on the Arab States in matters of international trade.

(e) That there might also be a tendency, if the U.S.S.R. remains outside I.T.O., for other non-members to seek or accept closer commercial relations with her. In the Middle East any such tendency would have serious political implications.

(f)/

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(f) Above all, that the Article as it now stands is unlikely to be of much use as a weapon against the Arab boycott. If the Article is left as it is, the Arab States join I.T.O., and the U.K. as the **P**ower responsible for Palestine is thus obliged to challenge them on the subject of the boycott, the result would be, either (i) that the Arabs would ignore the challenge and it ~~was~~ ^{would be} decided not to invoke Article 35 (the sanctions article); or (ii) that Article 35 would be invoked, but members would be divided on the political issues and no clear-cut decision could be reached by the Organization, which would lower the prestige of both the Organization and the Charter; or (iii) that sanctions would be imposed, which might force the Arabs out of I.T.O., and in any case would do great harm to our relations with them.

7. ~~Thus~~ On balance it would seem undesirable to leave Article 23 as it is. The question therefore arises whether we should try to have it deleted, or whether an amendment would be preferable. The former may be held to constitute too great a retreat on our part and it is unlikely that it would be accepted by other **D**elegations at Geneva. There is, therefore, much to be said for a compromise, and our Delegation have suggested a re-draft of the Article on the following lines:

"No member shall encourage, support, or participate in, campaigns designed for economic motives to discourage or reduce the consumption within its territory of the products or of a particular class

of/

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of products of a member country."

← This would leave it open for the Arab boycott to continue (but, as pointed out above, the Article in its present form would in any case be unlikely to put a stop to this boycott). It would prohibit boycotts from economic motives (with which alone the I.T.O. will be competent to deal), and might prove acceptable to the other members.

8. There remains the question whether action should be taken now, or postponed until the World Conference. The main argument for postponement is that the hearing of the Palestine case by the General Assembly of the United Nations might have such results as to cause the Arab States to lift the boycott and make it unnecessary for Article 23 to be amended at all. But it cannot be said that this outcome ~~seems~~^{seems} at all probable. On the other hand, postponement has the disadvantages: (a) that it may be far more difficult, perhaps impossible, to amend or delete the Article at the World Conference when it has already been passed at Geneva. It will not be easy to amend the article even in the smaller circle of the Preparatory Committee, but at Geneva we have to deal only with the Lebanon, ~~which is the most reasonable of the Arab States,~~ (b) that if we retreat before the Arabs under the spotlight of a World Conference, their triumph will be greater and the adverse repercussions elsewhere will be magnified.

9. On the whole therefore it seems undesirable to postpone the issue, and it is therefore suggested that the U.K. Delegation to the Preparatory Committee be instructed to/

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CYPHER/OTP

INTERNATIONAL TRADE DISTRIBUTIONFROM GENEVA TO FOREIGN OFFICE

(United Kingdom Delegation)

No. 924.

D: 5.18 p.m. 7th July, 1947.

7th July, 1947.

R: 6.55 p.m. 7th July, 1947.

Repeated to: Beirut,
 Damascus,
 Cairo,
 U.K. Delegation New York.

000 000 000

IMPORTANT

Please pass to posts named.

NEUTRALSECRET

My immediately preceding telegram.

The gist of Ryder's suggestion is discussed in paragraph 7 (b) of our telegram No. 756. The chief argument against deleting Article 23 seems to us to be that it would appear like capitulation before what amounts to demand by Lebanon-Syria for recognition by the Preparatory Committee of the legitimacy of the Arab League boycott. There is no getting away from the fact that this boycott is:

- (a) injurious to United Kingdom interests as the mandatory power in Palestine,
- (b) plainly contrary to the spirit of the Charter.

2. On the other hand it can be said that the practical use of Article 23 as it now stands is not likely to be very great. Boycotts are nearly always based on political motives and as such are essentially outside the scope of I.T.O. and will not normally be removable by I.T.O. machinery. Thus reference to Article 23 does not seem to us likely to cause a member to desist from a boycott which derives from political considerations. In practice the results of invoking the article would be either (a) negative because (1) the member imposing the boycott ignored the article and it was decided not to have recourse to Article 35, or (11) because on recourse to Article 35 it was found that sympathies of members were more or less evenly divided on the political issues involved and no clear-cut decision

/could

M. M. D.

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Reference: **FO 371** 31863

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- 3 -

anti-boycott article would be better than nothing.

7. We must therefore ask for answers to the questions in paragraph 3 and for instructions whether

- (1) We should let the matter rest as it is
- (11) We should try to secure the deletion of the article
- (111) We should try to secure an amendment as in paragraph 5 above.

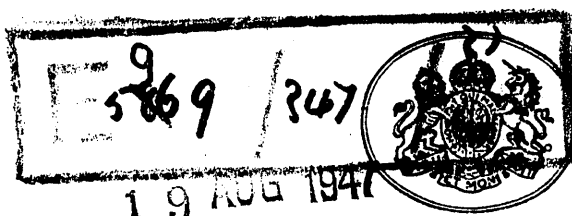
[Repeated to Beirut, Damascus, Cairo and U.K. Delegation New York.]

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M/23



INDEXED

Geneva tel. 9th 26

E 5869/347/31

UNITED KINGDOM DELEGATION
TO
PREPARATORY COMMITTEE

PALAIS DES NATIONS,
GENEVA.

7th July, 1947

15 AUG 1947

Dear Sir,

My Dear Colin,

ARAB LEAGUE BOYCOTT

You will by now have had our latest telegrams on this subject. In my personal opinion, Article 23 in its present form is quite useless for dealing with the Arab League Boycott because :-

- a) There is considerable uncertainty whether it applies to the Arab League Boycott on the grounds that the latter is directed against the products of a group, i.e. the Zionists. The present wording of Article 23 talks of "on grounds of origin" which apparently in ordinary commercial agreement ~~incorporation~~ means "on grounds of national origin" though no doubt the point is arguable.
- b) If the United Kingdom were now to propose that Article 23 should be amended in such a way as to ensure beyond all doubt that it did apply to the Arab League Boycott, it would cause a major row here and would harden the opposition of Lebanon-Syria and the Arab League countries to I.T.O. They would not join the Organisation and therefore I.T.O. machinery would not be available to ~~curb~~ ^{curb} their commercial malpractices.
- c) If the present position continues, i.e. Article 23 stands part of the Chapter but Lebanon-Syria maintain their resolution, and if, after the World Conference the Arab League countries by some chance accept the obligations of the Charter although Article 23 stands part of it, recourse to it by the United Kingdom to secure removal of the Arab League Boycott would in my opinion only bring about the results described in para. 2 of our second telegram and would not therefore help Palestine.

2. In fact, I am sure that rigid insistence of Article 23 in its present form will not help Palestine over the Arab League Boycott or any other country affected by some boycott imposed in the future for political motives. If in answering the questions in paragraph 3 of our second telegram, the Colonial Office wish to insist on the ~~readings~~ of the Article you might point these arguments out to them and say further that :-

C. T. Crowe, Esq.,
Economic Relations Department,
Foreign Office.

(a)

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Reference: FO 371 61863

SENT BY DEP.

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- a) it would be much more use to Palestine if the Arab League countries accepted the obligations of the I.T.O. Charter even if the latter did not include the present Article 23, than if they remain outside I.T.O. altogether.
- b) Provided the Charter is in such a form that the Arab League countries have accepted ~~their~~ obligations. (i.e. that Article 23 is amended so that it does not outlaw boycotts imposed for essentially political motives,) recourse to the other appropriate articles of the Commercial Policy Chapter (e.g. m.f.n., freedom of transit, non discrimination, consultation and impairment) combined with a recourse to a new Article 23 on the lines suggested in paragraph 5 of our second telegram would in my opinion be something effective to safeguard the interests of Palestine whereas insistence on the present Article 23 will only have the result that I.T.O. machinery is not available at all for this purpose.

Yours ever

Tim

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Reference: **FO 371 61863**

~~Top Secret~~
Secret.
~~Confidential~~
~~Restricted~~
Open

U. K. Delegation,
Geneva.

No. 1121

(Date) July 14

Repeat to :—

~~Beings~~ 452.

~~Damascus~~ 366

~~C. 1351~~

U.K. Del., New York.

En Clair.
Code.
Cypher.

Distribution :—

Int. Trade.

Copies to :—

F. O.,

14. 7 1947.

~~Despatched~~

3. 5p M.

Important. Secret
Neutral.

Your tel. no. 924 [of the 7th July: Article 23
and the Arab Boycott].

At a meeting between departments concerned it proved impossible to reach agreement except on the point raised in your sub-paragraph 3(k). It was generally agreed that the answer to this is yes, & that if Article 23 stood & the Arab League states were members of I.T.O., the power responsible for Palestine would be bound to challenge the boycott with one or other of the undesirable consequences mentioned in your paragraph 2.

2. The ~~whole~~ question will now be considered at a higher level between departments here, but every effort will be made to give you an early reply.

LB. 14/7

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INTERNATIONAL TRADE DISTRIBUTION.

(To United Kingdom Delegation)

14th July 1947.

D. 3.5 p.m. 14th July 1947.

Beirut No. 452

Damascus No. 366

Cairo No. 1351

United Kingdom Delegation New York No. 2111.

V V V

SECRET

NEUTRAL.

Your telegram No. 924 [of the 7th July: Article 23 and the Arab Boycott].

At a meeting between departments concerned it proved impossible to reach agreement except on the point raised in your sub-paragraph 3(c). It was generally agreed that the answer to this is yes, and that if Article 23 stood and the Arab League states were members of I.T.O., the power responsible for Palestine would be bound to challenge the boycott with one or other of the undesirable consequences mentioned in your paragraph 2.

2. The question will now be considered at a higher level between departments here, but every effort will be made to give you an early reply.

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Reference: **FO 371 51863**

21 22 July 30

Draft

~~From: Sir N.~~

~~Butler~~

To: Sir G. Clauson
Colonial Office
Copy: Mr. Lintott,
Board of Trade.

Mr. Helmore,
U.K. Delegation,
Geneva.

Mr. Crowe
E. R. Dept.

As you know, a meeting was held recently between representatives of the Colonial Office, Board of Trade and Foreign Office to see if agreement could be reached on the instructions to be sent to the U.K. Delegation at Geneva in reply to their telegram No. 924 of the 7th July, on the attitude which they should adopt towards Article 23 of the Draft Charter, with particular reference to the Arab boycott of Zionist goods.

2. No agreement was reached at this meeting as the Colonial Office representatives deprecated any attempt to amend or delete the Article, while our attitude was that it would be highly undesirable to leave the Article as it is.

3. Since then we have given further thought to the question and I enclose a paper setting out our view of the matter. We for our part are thoroughly convinced that the Article in its present form would, in practice, be ineffective in stopping the Arab boycott and that it would at the same time have most undesirable consequences (paragraph 6 (c), (d) & (e) of the paper).

4. I should be most grateful for your views and those of Lintott to whom I am copying this. If you agree we can send instructions to Geneva immediately. If not, shall we have a meeting or do you wish to go to Ministers?

NOTHING TO BE WRITTEN IN THIS MARGIN.

from
R. G.
Mr. Perkins

(para 6(f) of
the paper)

HAZ-17/7

I have pencilled in
some suggested changes

122 J. Schell

M. E. Secretariat List 1977

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not

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Reference: **FO 371 62863**

31
OUT FILE

FOREIGN OFFICE. ...1.

(5959 347/31)

22nd July, 1947.

As you know, a meeting was held recently between representatives of the Colonial Office, Board of Trade and Foreign Office to see if agreement could be reached on the instructions to be sent to the United Kingdom Delegation at Geneva in reply to their telegram No. 984 of the 7th July, on the attitude which they should adopt towards Article 24 of the Draft Charter, with particular reference to the Arab boycott of Zionist goods.

2. No agreement was reached at this meeting as the Colonial Office representatives deprecated any attempt to amend or delete the Article, while our attitude was that it would be highly undesirable to leave the Article as it is.

3. Since then we have given further thought to the question and I enclose a paper setting out our view of the matter. We for our part are thoroughly convinced that the Article in its present form would, in practice, be ineffective in stopping the Arab boycott (paragraph 6 (f) of the paper) and that it would at the same time have most undesirable consequences (paragraph 5 (c) (d) and (e) of the paper).

4. I should be most grateful for your views and ...

Yr Gerard Clauson, K.C.M.G., C.B. .,
Colonial Office.

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32

and those of Lintott to whom I am copying this.
If you agree we can send instructions to Geneva
immediately. If not, shall we have a meeting
or do you wish the matter to be referred to
Ministers?

(R. O. Makina)

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Reference: FO 371 / 51863					

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1947

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E 6052

33

PALESTINE

10 JUL

Registry Number } E6052/347/31
TELEGRAM FROM

No. 11 d. 101

Dated Geneva

Received in Registry } 949

9 July

10

Arab League Boycott.
Refer Geneva 8/5 923x924 (E-5968/347/31)
over text of conversation between Maunbrook
and Alclon, who discussed article 23
and the Arab League Boycott.

Last Paper.

5969

References.

(Print.)

(How disposed of.)

4/6.0.
✓ Reply. 11

(Action completed.)

Re 21/1

(Index.)

16/8/48

Next Paper.

E6237

(Minutes.)

I am sure that M. Montabach
is right in believing that the Arab
Governments will insist on maintaining
the boycott unless there is a change in
the Palestine situation of such a
nature as to make it no longer necessary
from their point of view. If the
maintenance of the boycott and entry
into I.T.O. are found to be incompatible
then they will stay outside.

Copy C.O.

HBeeley 10/7

M.E. Sedgwick

E.R. Dyke. L.B. 14/7

I agree with Mr Beeley. The I.T.O. is
not so attractive to the Arab countries
that they would abandon the Boycott
in order to remain members

32003 F.O.P.

DN Greenhill

HB 19/7 11/7

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INTERNATIONAL TRADE DISTRIBUTION

FROM GENEVA TO FOREIGN OFFICE

(From U.K. Delegation)

No. 949.

D. 12. 8. p.m. 9th July
1947.

9th July 1947.

R. 1.15. p.m. 9th July
1947.

Repeated to Beirut,
Damascus,
Cairo,
U.K. Delegation New York.

.....

IMPORTANT

Please pass to posts named.

Neutral

Confidential.

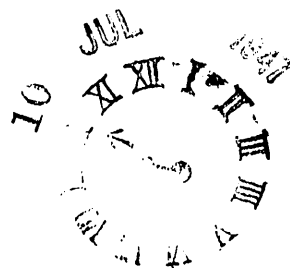
My telegrams Nos. 923 and 924.

Moubrak spoke to Helmore today on his return from his visit to London and before returning to Beirut to report to his Government. The principal subject of conversation was article 23 and the Arab League boycott.

2. Moubrak said that while he was in London the Foreign Office has represented to him the undesirability of taking too fiery a line over Article 23. He wanted Helmore to know however that while he himself was anxious not to inflame the issue he felt absolutely convinced that when it came to the world conference the ministers from Arab League countries would not be so moderate and would certainly refuse to sign the Charter if it conflicted with their ideas about the boycott and there was nothing which could be done by way of persuasion to change this attitude.

3. Helmore enquired whether Moubrak felt that the Preparatory Committee had been wise in simply accepting the Lebanese reservation at the present stage

and



E 6052
10 JUL

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and leaving the matter over for the world conference in the hope that a solution of the Palestinian problem would by then have made the matter of no interest to the Arab League. Moubrek replied that in his view this was certainly so. All he was concerned to do was to point out that if the matter had not been settled by the removal of the Palestinian problem and therefore of the boycott there was no choice between the Arab League countries refusing to sign the Charter on the one hand and on the other, either the deletion of Article 23 or its redrafting in a form which made it clear that the Arab League boycott was not covered.

4. In spite of this conversation we should still be glad to have the instructions sought for in the last paragraph of our telegram No. 924.

[Repeated to Beirut, Damascus, Cairo and U.K. Delegation New York.]

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1947

PALESTINE

E 6237

14 JUL 1947

Registry Number E 6237/347/51

FROM

H. McFarlane

No.

Board of Trade

Dated

CRT 1874/47

Received in Registry

H. McFarlane

7 July

14

Arab League Boycott

Replies to letter (E 5382/347/51) with enclosures
 H. McFarlane mentioned the Boycott
 at the B.O.T. enclosed copy of note of what
 he said. Suggested it be sent to H. McFarlane
 with proposed draft.

Last Paper.

E 6052

References.

(Print.)

(How disposed of.)

(Minutes.)

E.R. Dyer. final

H. McFarlane 14/7

The draft letter to H. McFarlane has not gone off yet, there
 having been no reply from Parker.

L. Barnes 26/7

Mr. Dyer.

There has already been such delay
 that I suggest we skip this especially as
 this minute for meeting with H. McFarlane
 seems to have disappeared. C. Dyer 2/8

H.B. 4/8

(Action completed.)

G. Dyer 8/8

(Index.)

H. McFarlane 16/8/47

Next Paper.

E 6414

Wt 24772/717 17855 10/38 F.O.F.

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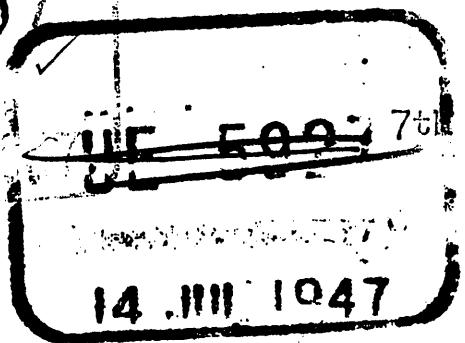


Enter very soon please
BOARD OF TRADE,

**MILLBANK, 37
S.W.1.**

C.R.T. 1894/6237

14 JUL



7th July, 1947

My dear Colin

ES 382/307 (31)

I have seen your letter to Parker of 1st July enclosing a copy of the minute of your meeting with Moubarak and of the draft letter you propose to send to Marten. Since Moubarak did mention the boycott when he was here, I think it might be useful if you were to send with your letter and note the attached short note of what Moubarak said here. This I think entails a slight modification of sentence No. 2 of Paragraph 2 of your letter to Marten, which might now read as follows :-

"During his interview with the Board of Trade, a short minute of which is enclosed, the boycott question arose, and it was arranged that Moubarak should come to see Beeley and me."

I am sending a copy of this letter to Clauson.

Yours

Kevin the Re Crier

C.T. Crowe Esq.,
Foreign Office,
London, S.W.1.

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Reference: **FO 371 61863**

Moussa Bey Houbarak called at the Board of Trade on Friday, June 27th, to see Mr. McGregor and Mrs. Marsh. Mr. Harpham, former Commercial Secretary at Beirut, was also present. There was a very general discussion on trade between the United Kingdom and Lebanon, and Houbarak gave his views on the Arab League case for regional preferences, which he said (incorrectly) he had discussed with Mr. Holmes in Geneva. He gave these views again at a later talk in the morning in the Foreign Office, and they are fully reported in the Foreign Office minute of the second talk.

The question of the boycott also arose, when Houbarak said that in his view it was not in general affecting Palestinian trade at all adversely. He said that, speaking as an official, the only country who suffered from the boycott was the Lebanon, which wished to supply Palestine, and was not permitted to do so under the boycott arrangements. The countries who need supplies from Palestine in fact continue to receive them through smuggling and other methods. Houbarak added, somewhat indiscreetly, that the Lebanon is in a very difficult position, vis-a-vis the Arab League, as a small Christian among many larger Moslem countries, and it would be impolitic for them to abide by the boycott, even though they are the main sufferers from it.

not

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E 6414

1947

PALESTINE

18 JUL 1947 BG

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

Last Paper.

6237

References.

(Print.)

(How disposed of.)

e)

C.O.

Bot.

22 July.

(Action
completed.)

(Index.)

Next Paper.

6418

Arab Boycott
 R/pt. dated 6/573 (E 5355/347/31)
 has been informed by Dir. Gen. of Customs
 that decision made by Higher Supply
 Committee on May 11 has been amended
 as follows. *Free list of Points.*

(Minutes.)

Copy C.O.
B.O.

Mr. Baker
M.E. Suppl. 20/7
E.R. Dept. 29/7

*It is now clear that
 the Iraqis are prohibiting
 transit from as well
 as to Palestine.*

H.B. 19/7

*It appears from our reply to the
 P.Q. in E 5585 that we are obliged to make
 some representations to the Iraqi Govt. about
 this transit embargo. This should perhaps be
 done by telegram to Baghdad, subject to any obs
 which M.E. Sec. or E.R. Dept. may have.*

G. Baker
19/7

*Admittedly six weeks have now
 passed since the House of Commons
 were assured that ^{given to understand} ~~we would take~~ ^{action} ~~as quickly as we could.~~ ^{as quickly as we could.}
~~taken without delay.~~ ^{It has to be considered,}
^{however,}*

32008 F.O.P.

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 Reference: **FO 371** 61863

however, the timing of our action in order that it shall be as efficacious as possible. I think the telegram to Baghdad should be held up a little longer for the following reasons:

- (i) The Ministry of Food are trying to get Iraqi barley into Palestine by the subterfuge of obtaining export licences for Port Said and transshipping it there. They do not want anything done ^{just now} which might awaken Iraqi suspicions.
- (ii) It appears from other papers (at present with E.A. Dept.) that Ministers may wish us to raise the ~~bygone~~ question once more with all the Arab States. If this is in fact intended, it would be unwise to court defeat in a preliminary skirmish in

Baghdad.

M.E.S. 9 Dec. 1918.

E.A. Dept. La minute. 15/8

Wm 11/8 H. Bealey 9/8

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The Cabinet directive foreshadowed in (ii) above has now been interpreted to mean that it is not necessary to raise the boycott question again with all the Arab States. To that extent, therefore, there is less reason to delay the sending of instructions to Baghdad. But I consider that reason (i) is enough by itself, especially as the Parliamentary Under-Secretary only committed himself to taking steps "as quickly as we can".

L. Barnett

15/8

~~Min.~~

~~Amendment~~

~~Amendment~~

~~Amendment~~

From these minutes it seems that all depts. are agreed that we need not make representations to the Iraqi Govt. for the present (see reasons in Mr Bealey's minute)

Mr Bealey

J. S. Deane
Sept. 2

Is reason (i) in my previous minute still operative?

M.E.

H. Bealey 18/9

Nothing to be Written in this Margin.

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61863

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Minutes.

For the time being, yes: it is not certain how long this will continue since the ability of HMO, ~~the~~ whether through agents or by any other means, to purchase further large quantities of barley is uncertain. But it is hoped to get 2 or 3 more shipments out and as long as we are engaged in purchasing Iraq barley we do not want to make the Iraqis suspect its eventual destination.

McClouch
18/9.

E-Depr.

In any representations to Iraq we should probably want to point out how the boycott in particular cuts off Palestine's obvious source of barley. To do this now, however, might well provoke the Iraqis to put more restrictions on the export of barley already bought, and so do Palestine more real damage, which our reps. to Iraq are unlikely to undo.

I suggest action ~~is~~ be suspended for a further short period.

G. H. Baker.
22/9
G. H. BAKER.

[Signature] 22/10

40A

Nothing to be Written in this Margin.

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E 6414

18 JUL 1947

Cypher/OTP

DEPARTMENTAL NO. 2.

FROM BAGDAD TO FOREIGN OFFICE

Mr. Busk
No. 667.

July 16th, 1947.

D. 2.46 p.m. July 16th, 1947.
R. 8.05 p.m. July 16th, 1947.

JJJ

CONFIDENTIAL

My telegram No. 573.

Palestinian boycott.

I have been informed by the Director-General of Customs that decision made by the higher Supply Committee on May 11th has, at a meeting held on July 11th been amended as follows:-

(a) Any goods which arrived in Iraq via Palestine before May 11th will now be released.

(b) Any goods shipped from their country of origin prior to May 11th and consigned via Palestine will be released on arrival.

(c) With effect from September 4th [sic] no transit whatsoever through Iraq to Palestine will be permitted nor will entry of goods to Iraq which have passed through Palestine in transit.

2. Provisions of paragraph (c) except for goods covered by provisions of paragraphs (a) and (b) are already in effect.



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E

42

E 6413

18 JUL 1947

PALESTINE

Registry
Number

FROM

No.

Dated

Received
in Registry

E 6413/31

J. W. Davies

80.

19238/8/47

to Mr. Gerson

17 July
18

Arab Boycott.
Refers Article 23 of the Charter.
Have received communication from H/C,
enclosing letter and enclosure from Jewish
Agency, who have asked that enclosure be
transmitted to G. I. V. Geneva. Subject to
G. I. V. approval, propose to send same to U.K. and
Geneva, and ask them to adopt correct
procedure.

Last Paper.

6414

References.

(Print.)

(How disposed of.)

Sgt. J. W. Davies
P.O.
Aug 7

(Action
completed.)

(Index.)

Next Paper.

E 7013

(Minutes.)

E. R. Dept. ^{29/7}
U.N. (E. J. Dept.) } for etc.

H. Beeley 19/7

U.N. (E. J. Dept.) first.
This is for
E. R. Dept. ^{29/7}

R. B. B. 19/7

This is a question of procedure in connection with
a U.N. organization. I suggest that U.N. (P) Dept. be
consulted.

U.N. (P) Dept. for etc.
looks all right.
R. 29/7

R. B. B. 29/7

Law B. C. O.

H. B. 3/4

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Reference: FO 371 61863



79238/8/47

See Barclay *E* *Entered*
Dover House,
Whitehall,
S.W.1. *43*

E 6418

17 July, 1947.

18 JUL 1947

Dear Garran,

Will you please refer to previous correspondence about Article 23 of the I.T.O. Charter and the boycott of Jewish goods.

Ref
We have now received from the High Commissioner for Palestine a letter from the Jewish Agency, enclosing a memorandum on this subject. The Jewish Agency have requested that it be transmitted to the International Trade Conference at Geneva. I am not at all clear whether this is a proper or possible procedure to adopt. If the Foreign Office agree, we would propose to send the communications in question to the U.K. Delegation at Geneva (through the Colonial Office representative, Colonel Darby) and ask them to ascertain through the United Nations Secretariat attached to the Conference what is the correct procedure to pursue.

Yours sincerely,

T.W. Davies
(T.W. Davies)

I.P. Garran, Esq.,
Foreign Office.

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NOTHING TO BE WRITTEN IN THIS MARGIN.

3149 Wt. 26469/137 100m 9/46 (51) F.&S.

Registry
No. *E 6418/347/31*

Top Secret.
Secret.
Confidential.
Restricted.
Open.

Draft. Letter to

*Mr. T.W. Davies,
C.O.*

OUT FILE

7th Aug.

Dear Davies,

May I refer you to your
letter to Geneva no. 79238/8/47
of the 17th July, concerning a
memorandum by the Jewish
Agency on the subject of the Arab
boycott.

We agree that, in view of the
Jewish Agency's request for the
transmission of their memorandum
to the Preparatory Committee in
Geneva, you should send it to
the U.K. Delegation and ask them
to consult the Secretariat on the
procedure

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Reference: **FO 371** 51863

procedure is followed

143 3/8

Yours sincerely

(Sqd.) H. Beeky.

44A

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1 2

Reference: **FO 371** **51863**

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OUT FILE

45

FOREIGN OFFICE, S.W.1.

7th August, 1947.

(E.6418/347/31)

Dear Davies,

May I refer you to your letter to Garrahan No. 79238/8/47 of the 17th July, concerning a memorandum by the Jewish Agency on the subject of the Arab boycott.

We agree that, in view of the Jewish Agency's request for the transmission of their memorandum to the Preparatory Committee in Geneva, you should send it to the United Kingdom Delegation and ask them to consult the Secretariat on the procedure to be followed.

Yours sincerely

(Sgd.) (H. Beeley)

T.W.Davies, Esq.,
Colonial Office.

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1	2	3	4	5	6

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FO 371 61863

Cypher/OTP

DEPARTMENTAL No. 2.

47
E 7013

FROM BAGDAD TO FOREIGN OFFICE

4 AUG 1947

Mr. Busk

No. 710

31st July, 1947

D. 10.05 a.m. 1st August, 1947
R. 1.45 p.m. 1st August, 1947

8 8 8 8 8 8

CONFIDENTIAL.

My telegram No. 667. E 6414/347/31

Palestine boycott.

Provision of paragraph (e) applies to goods
consigned to Iraq by air and transhipped in
Palestine en route.

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1947

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PALESTINE

E 7159

48

7 AUG 1947

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E 7159/347/31

U.K. Del.

Geneva

1222.

Aug 6.

7.

Last Paper.

7013

References.

(Print.)

(How disposed of.)

Tel) Geneva 1376
6 Aug.Tel) Geneva 1388
7 Aug.(Action
completed.)

(Index.)

F E 116/8

11/8/48

Next Paper.

7354

Arab Boycott.

Refer 4.0. to 1121 (E 5969/347/31), State
Instructions are urgently needed some final
reading of Article 23 will be taken
Commission A. on Friday Aug. 8.

(Minutes.)

E.R. Daji has sent an interim
reply, and will telegraph again after
12 days meeting of Ministers, at
which it is hoped that the issue
will be decided.

E. R. Daji. ^{cb.} 7/8.H. B. Selby 7/8
11/8

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Reference:

FO 371 61863

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Cypher/OTP

INTERNATIONAL TRADE DISTRIBUTION

FROM GENEVA TO FOREIGN OFFICE

(From United Kingdom Delegation)

No: 1222
6th August, 1947.

D. 4. 40 p.m. 6th August, 1947.
R. 4. 50 p.m. 6th August, 1947.

11111

MOST IMMEDIATE

NEUTRAL

CONFIDENTIAL

Reference your No. 1121 and paragraphs 37-42
of Section 1 of O.E.P. 29 (Boycotts), instructions
are urgently needed since final reading of Article 23
will be taken in Commission A on Friday 8th August.



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Reference: **FO 371** 51863

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Registry
No.

UF

Draft.
UK. Del.
General.

Top Secret.
Secret.
Confidential.
Restricted.
Open

Telegram.

No. 1296

(Date) Aug 6th

Repeat to :-

En Clair. En clair
Code.
Cypher.

Distribution :-

Int. Trade.

Copies to :-

OUT FILE

F. O., 50

Despatched

6/8/1947 9:11 P. M.

IMMEDIATE.

NEUTRAL.

Your tel. 1222.
~~Paper is being taken~~
~~to-morrow we will telegraph decision~~
as soon as known.

CB. 6/8.

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1	2	3	4	5	6

Reference: FO 371 51863

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**Registry
No.**

Draft.

VK Dr.
Geneva
Telegram.

No 1388

Dati Aug 7th

Cypher

W. T.

Yes.

OUT FILE

Despatched

Immediati

Personal for Nathan from Crow

~~Your~~ tel. 1376 - Arab Boycott.

Please, see Askew 498 (repeat 498).

for your that President's recommendation
to Geneva.
has accepted subject to C.O. reservation

~~that final approach should be made~~

~~to Arab States before we propose~~

~~Amendment: we are ascertaining~~

~~exactly what is involved but mean what~~

~~It does not look as though you will
be able to do anything tomorrow.~~

$$\frac{1}{8}$$

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Reference: **FO 371 51863**

OUT FILE

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En Clair

INTERNATIONAL TRADE DISTRIBUTION

FROM FOREIGN OFFICE TO UNITED KINGDOM
DELEGATION, GENEVA

No.1576

D. 9.11 p.m. 6th August, 1947

6th August, 1947

.....

IMMEDIATE

NEUTRAL

Your telegram No.1222.

Paper is being taken tomorrow. We will
telegraph decision as soon as known.

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Cypher/OTP

OUTWARD TELEGRAM

FILES

OUT FILE

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FROM FOREIGN OFFICE TO UNITED KINGDOM
DELEGATION GENEVA

No.1388

D. 9.40 p.m. 7th August, 1947

7th August, 1947

.....

IMMEDIATE

Personal for Martin from Crowe.

Our telegram No.1376 - Arab Boycott.

Please see Askew No.498 (repeat No.498), to Geneva.

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Reference: **FO 371** / **51863**

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1947

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E-7354

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12 AUG 1947

PALESTINE

Registry Number

E 7354/347/31

TELEGRAM FROM

No.

U. K. Del.

Dated

Geneva

Received in Registry

1273

11 Aug

12

Araki Bay/calt.

After conversation. Fletcher and Doolley had with Holmes, re Article 23 of the Charter. Transmitted list of note prepared by Fletcher copy of which he handed to Holmes. U. K. Del. are awaiting full and final instructions.

Last Paper.

Y11-9

References.

(Minutes.)

E.R. Dept. I think this has missed the bus.

(Print.)

(How disposed of.)

Yes - in spite of Geneva tel. 1279. We can only hope that the Palestine Govt.'s difficulties will not be too serious.

N.B. 13/8

C.B. 13/8.

M.E.S. 15/8 sec. 15/8

N.B. 15/8

(Action completed.)

8/22/8

(Index)

16/4/48

Next Paper.

7415

32008 F.O.P.

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Cypher/OTP.

DEPARTMENTAL NO. 1.

FROM GENEVA (UNITED KINGDOM DELEGATION)

TO FOREIGN OFFICE.

No. 1275.

D. 8.50 p.m. 11th August, 1947.

R. 9.13 p.m. 11th August, 1947.

11th August, 1947.

MOST IMMEDIATE.

SECRET.

For Davies, Colonial Office, from Darby.

Fletcher and I had discussion with Holmes this evening about the boycott article 23 of Charter.

2. As you will have heard proposal in Commission last Friday to delete article was deferred for further consideration.

3. United Kingdom Delegation are awaiting instructions from London as to line they are to take. It seems not unlikely that matter may come up in Commission tomorrow 12th in which event we hope Delegation will be able to stall pending full and final instructions.

4. Fletcher had prepared a note copy of which he gave to Holmes. Following is text which is sent at Fletcher's request who is very concerned that strongest possible case shall be made for retention of article:

[Begins]

Secretary of State for the Colonies issued the following directive, which was circulated in TN(P)(47)50 of 2nd May, 1947, regarding the policy which should be followed in the negotiations at Geneva in respect of the interests of Palestine.

AUG 26. The principal obstacle to Palestine trade at the present time is the boycott of Palestine goods of Jewish origin by the Arab States. This boycott is entirely contrary to the spirit of the Charter. It is important that when the relevant clauses of the Charter are discussed, wording should be adopted which would make it quite clear that the abandonment of the boycott would be a condition precedent to the entry of any Arab State into the International Trade Organisation.

2. The boycott is still the principal obstacle to Palestine's export trade and according to my information it has been intensified during the past few weeks. The seriousness of this to industry in Palestine may be judged by the effect on exports to Egypt, Iraq, Syria

/ and

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- 2 -

and the Lebanon. Exports of manufactured goods to these countries which in 1945 totalled over two million pounds in value have now dwindled almost to the point of extinction.

3. Notwithstanding the above, I notice that Article 23 prohibiting participation in boycotts by one member against another has been omitted from the draft text of the general agreement on tariffs and trade. If, in order to safeguard the value of the tariff concessions, it is necessary to include in this general agreement provisions of Chapter V prescribing restrictive trade practices such as quantitative restrictions, surely it is essential to provide safeguards against the prohibition of all trade which results from an "official" boycott.

Further it has now been proposed by the United States of America that Article 23 shall be deleted from the Charter.

4. Presumably the purpose of the United States proposal is to induce the Arab States to enter the International Trade Organisation by withdrawing any obligation upon them to discontinue the boycott. Such a sacrifice of the principles of the Charter will, I submit, if it is made, be a dangerously high price which will have to be paid by the United Kingdom.

It is not, I think, surprising that this proposal has been made by the United States. By doing so they have nothing to lose and perhaps something to gain. They may, by their action, improve their relations with the Arab States and they will escape any blame on the Jewish community which will rightly fall on the mandatory power for failing to fulfil its charge.

5. The importance of the boycott question to Palestine is perhaps not sufficiently realised at this conference. Interest in Palestine is not confined to those Jewish industrialists who are directly injured by the boycott - it extends throughout the whole Jewish community and is of considerable concern to the Government in connexion with trade and employment. It is no exaggeration to say that the present negotiations will be measured in Palestine by the attitude of the conference to this question.

6. It was perhaps unfortunate that the boycott article was ever included in the proposed Charter but the fact has to be faced that it was included. Provision for such an article was made in the report of the first session of the Preparatory Committee which was on sale to the public and the complete article was printed in the report of the Drafting Committee prepared in New York. Although circulation

/of

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- 3 -

of the latter document was restricted, there is not the least doubt that the Jewish Agency and other interested Jewish bodies have copies of it.

Withdrawal of the article at this stage, following the publicity which it has received, will certainly create serious difficulties to the Government in Palestine which for the past two years has been accused by the Jewish community of apathy in failing to take measures to counteract the boycott.

While I think no "moderate" Jew will expect the entire boycott to end immediately merely because of an article in the Charter, he will at least expect that the mandatory power will not, at this conference, acquiesce in the maintenance of an "official" boycott against Palestine by any member of the Organisation.

7. I cannot urge too strongly to the United Kingdom negotiators the importance of insisting on the inclusion of the boycott article, both in the Charter and in the general agreement and in no circumstances should they agree to its exclusion from the Charter until the Palestine Government has been informed and given sufficient time to consider the possible repercussions in Palestine on which I am not competent to advise. [Ends]

8. As regards Fletcher's references to the inclusion in the General Agreement of a boycott's article, he agrees now that on tactical grounds it would be unwise to propose at this late stage the inclusion of such an article.

[Copies sent to Telegraph Section Colonial Office
by Special Messenger at 8 a.m. and Mr. Crowe
by tube at 9 a.m.].

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E 7415

1917

DAI ESTINE

14 AUG 1947

Registry
Number

FROM

No.

Dated

Received
in Registry

E 7415/347/31
 Lis. G. Clauson.
 Colonial Office
 to Mr. Hobkins.
 23 July
 14 Aug

Arali Baycott.

Refers to letter (E 5969/347/31) from Clauson
 was an embargo to same with regard
 to Arali Baycott and article 23 of the
 S. S. O. Charter

Last Paper

7354

(Minutes.)

References

29/8

(Print)

(How disposed of)

to Sir Edward Clauson
 (S.O.)

July 22

to Geneva

14/7

Aug 11

(Action
completed)

(Index)

J. E. M. 19/9

14/8

Next Paper

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Reference:

FO

371

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NOTHING TO BE WRITTEN IN THIS MARGIN.

(no quantitative restriction -
flouting discrimination) →

circulated as
OEP (47) 29 →

Minutes.

Enter 59

The point raised in paragraph 3 of Sir G. Clauson's letter is an interesting one, and one which did not come up at the inter-departmental meeting on the 10th July. Article 23 in its present form would ~~probably~~ ^{presumably} not keep China, Siam and India out of I.T.O., as it would keep the Arab States out, and to that extent the Colonial Office has a case. But insofar as Oriental countries have tended to use boycotts for commercial reasons, an Article 23 modified in the sense suggested by our Delegation at Geneva would be good enough (see paragraph 7 of the paper).

2. We agree that it would be impossible for us to move or support the deletion of Article 23, but I cannot see that there is any similar objection to our alteration of the present wording, because although the result would be that this Article would not ban political boycotts, such boycotts are in effect banned by Articles 25 and 27. For this reason, I consider that the point urged in paragraph 5 (and in the last sentence of paragraph 6) of Sir G. Clauson's letter is invalid. This really means that a boycott article is unnecessary, but that now that the Draft Charter includes one we must leave it in.

3. We do not know how long it is going to take to settle the Palestine problem. It may take a very long time indeed and meanwhile, if the Colonial Office view prevails, the Arabs would be outside I.T.O. While, tacitly accepting our contention that Article 23 in its present form would in any case be useless as a weapon against the Boycott (because the Arab States would not join I.T.O.), the letter avoids discussion of the effect that their non-adherence would have on our political interests.

4. TN (P) (Special) (Charter) (47) 17 - Board of Trade memorandum on the trade negotiations at Geneva - shows the Board of Trade to be on our side in this matter.

L. Barnett
L. Barnett

25th June, 1947.

Mr. C. ...

Since 1) the President of the B/T's memorandum is not going to be discussed until Monday, and
2) ~~there~~ there is therefore still a possibility of a meeting on the official level to discuss the boycott question,

I presume it is not necessary at this stage to prepare a brief for the S.O.S.?

W.B. 20/7/47
N.W.

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Reference: FO 371/61863

Minutes.

Now see Mr. Lunt's letter to Mr. Perkins of July 25th. He is in agreement with us, though he would leave the tasks entirely to the Delegation.

I agree with Mr. Bennett's comments on Sir G. Clauson's letter. Much of what Sir G. Clauson says is true, but he ignores the political aspect of having the Arabs at I.S.O. and that the present Article would probably be ineffective anyway. If we don't take an opportunity to change the article now we shall find ourselves saddled with indefinitely.

Please see brief on the President's paper OEP(47)29 for next Monday. I agree ~~that~~ with Mr. Lunt but it is not so bad. If this does not settle the issue then. C. A. 25/7

Mr. Perkins.

Eastern Dept

I also agree.

Pring
25/7

59A

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Reference:

FO 371 / 61863

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Downing Street,

S.W.1.

7415

23rd July, 1947.

My dear Rogers

Very many thanks for your letter No. E 5969/347/31¹¹ of the 22nd of July. We have no desire to press that this matter should be submitted to Ministers, but I think that in fact it will come up at Thursday's Cabinet on the report of the President of the Board of Trade on the proceedings at Geneva, and I have briefed my Secretary of State on the particular point to which you refer.

2. Subject to that point, I quite agree that we should try to reach a settlement at an official level and not trouble Ministers in the matter, but I am afraid that if there is to be an agreement, it will have to be on the basis of something other than your present paper.

3. It seems to us that the Arab boycott is a complete red herring. The real value of Article 23 is not that it prevents the Arabs from boycotting Jewish trade, but that it prevents China, Siam and possibly India from boycotting United Kingdom and Colonial trade whenever they happen to wish to blackmail us either economically, commercially or politically. Oriental countries in the recent past have shown an increasing proclivity to use boycotts quite as often for commercial as for political reasons, and our view is that it is an essential part of the International Trade Organisation Charter that it should say in the limpid language of the original

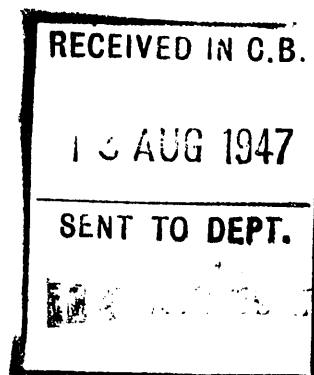
drafters

Roger Makins, Esq., C.M.G.

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Reference: **FO** 371 61863



drafters that boycotts stink.

4. It seems to me that it would be quite impossible for us to move or support the deletion of Article 23 of the Draft Charter now that it is in, because to do so would in effect be to say that "Any Member may, with impunity, encourage, support or participate in boycotts....." There would be similar objection to any attenuation of the present wording. We would therefore strongly support the course described in Article 4(a) of your paper and passionately object to the course described in 4(b), and object hardly less passionately to courses 4(c) and 4(d).

5. As regards your paragraph 5, we accept that 5(i) is the main argument in favour of the first course, but an argument nearly as strong which should come immediately after it is that the Article is essential in order to prevent practices which oriental countries have followed in the past, and may follow in future, which are extremely detrimental to United Kingdom and British Colonial trade.

6. As regards the particular question of the Arab League, I would see no reason to compromise with them on a point of principle for the purpose of obtaining an advantage which is purely transitory. There is no reason to suppose that they are ~~are~~ more inherently attached to boycotts for their own sake than any other oriental country - they

are

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Reference: **FO** 371 / 61863



60B

are simply pursuing a temporary course of action to meet a temporary situation while the Palestine problem is still open. This is bound to be settled sometime; if it is settled in a way which suits the Arabs, cadit quaestio, if it is not, they will have to make up their minds either to drop the boycott, or to live at war indefinitely with their closest neighbours. It does not seem to me likely that the practical Arab mentality will favour the second course, but if it does, then I think we must stand for our principles and keep them out of ITO. To let them continue the boycott and come into ITO opens a door for every oriental country, and indeed for every country in the world, that thinks it has a political grievance of some kind against us to boycott our trade.

7. I do not myself believe that it will do any appreciable harm to our economic interests that the Arab countries should stay temporarily out of ITO until this business of Palestine is settled, and, though I accept the fact that their staying permanently out of ITO would be injurious to our trade, I think it would be much more injurious to theirs; and to let them in on terms that they can continue the boycott is importing a provision into ITO which seems to me to render it less than half the value that it would otherwise have. In other words, it seems to me that, while we lose something if the Arab countries stay permanently out of ITO, they lose a great deal more. And if they are faced with the alternatives of continuing the boycott or joining ITO, I am pretty well convinced that, after making a brave stand for their principles and staying out for a limited period,

they

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Reference: **FO 371** / **61863**

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they will very soon find some face-saving device for dropping the boycott and coming into the Organisation.

8. I will not attempt to suggest a redraft of your paper, since you will, no doubt, wish to consider the matter afresh in the light of my remarks. I shall be very glad to attend a meeting to discuss the matter at any time that suits you, but not after the end of next week, when my leave begins.

9. I am sending a copy of this to Lintott at the Board of Trade.

Yours ever
Geoffrey Cawson

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Reference: **FO 371** / **61863**

C.R.T. 360/46

25th July, 1947.

Dear Roger,

I have read with interest the paper enclosed with your letter (E.5969/347/31) of 22nd July on the attitude which the U.K. Delegation at Geneva should adopt towards Article 23 of the Draft I.T.O. Charter (Boycotts) and I have also seen Clauson's letter on the same subject of 23rd May. Since, as he points out, this question will come up when Ministers discuss the President's report on the Geneva talks (which will be at the O.E.P. on Monday, July 28th) I do not propose to indulge in any elaborate discussion of the substantive issue now. If you have not already seen a copy of this report you may care to refer to the advance version Harris sent over to Shepherd on the 21st July (the boycott question is dealt with in the point marked 9 (on page 5) and discussed at length in paragraphs 37 to 42 on pages 26-28 of this version).

You will see that the President's submission is intended to give the Delegation authority to settle the question of boycotts at this stage rather than at the World Conference stage in a sense which will permit the Arab League countries to join the I.T.O. Precisely how they do it (whether by means of re-drafting the relevant Article in the form suggested in paragraph 7 of your paper, or by an authoritative statement that the Article in its existing form does not apply to the Arab League boycott) should, in our view, be left to them.

From the Board of Trade point of view, the question is whether the theoretical value of the boycott Article in protecting us against hypothetical boycotts of U.K. or Colonial goods in the future is sufficient to outweigh the value of having Arab League States in the

R. Makins, Esq., C.M.G.,
Foreign Office,
S.W.1.

/I.T.O.

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Reference: FO 371 61863

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? insufficient

I am copying this letter to Clauson.

Yours ever,

H. B. Luntz

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Reference:-

FO 371 61863

FOREIGN OFFICE. S.W.1.

July, 1947.

Article 23 of the Draft I.T.O. Charter and
the Arab League Boycott.

1. The United Kingdom Delegation at Geneva have asked for guidance as to whether they should seek to delete, or suitably amend, Article 23 (the Boycott Article) of the I.T.O. Charter in view of the conflict between this and the Arab League boycott against Jewish goods. Representatives of the Foreign Office, Colonial Office and Board of Trade have discussed the matter without reaching agreement.

2. Article 23, at present, states that:
 "No member shall encourage, support or participate in boycotts or other campaigns which are designed to discourage, directly or indirectly, the consumption within its territory of products of any specific member country or countries on grounds of origin, or the sale of products for consumption within other member countries on grounds of destination."

It has been suggested at Geneva that the Arab boycott does not come within the scope of this Article, but the arguments advanced there are unconvincing and the United Kingdom Delegation feel that they are invalid. The opinion of the departmental representative who met here was unanimously that the United Kingdom (or the Power responsible for Palestine) would be bound under the Article, as it now stands, to challenge the Arab boycott and could not evade doing so by means of any legalistic interpretation...

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Reference:

FO 371 / 51863

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interpretation. Meanwhile the Lebanese Delegate at Geneva has entered a reservation in relation to the Article, which indicates that he also takes the view that the Article would apply to the Arab boycott.

3. From other sources it seems clear that the Arab states will stand together on this point and we have been told that the Arab League countries will certainly refuse to sign the Charter, when the time comes, if it conflicts with their ideas about their boycott.

4. There are four possible courses of action open to us:

(a) To leave matters as they stand, i.e. to accept Article 23 with its present wording and with the Lebanese reservation;

(b) To seek, while the Preparatory Committee is still in session, to delete the Article;

(c) to seek to amend it, while the Preparatory Committee is in session, in such a way that it does not apply to "political boycotts";

(d) To wait until the World Conference and then, if the situation has not changed, to act as in (b) or (c) above.

5. The arguments in favour of the first course are:

(i) That we should avoid having to climb down on an issue of principle for reasons of expediency.

(ii) That the Arab League countries may give way at the World Conference and agree to lift the boycott, or may join I.P.O. and lift the boycott subsequently when challenged under Article 23.

(iii) ...

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Reference: **FO 371** / **51863**

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(iii) That circumstances may change, e.g. when the Palestine case has been heard by the United Nations, the Arabs may not then feel so strongly about continuing the boycott.

(iv) That we should avoid repercussions in our relations with the Jews.

(v) That if we wish to make further representations against the boycott on other grounds, or if Palestine wishes to make representations under existing agreements with Egypt and Syria, the likelihood of success would be greatly reduced by a retreat at Geneva or the World Conference.

6. Against this course it may be argued:

(a) That the Arab League States are unlikely to climb down and will prefer to stay out of I.T.O., or leave I.T.O. if challenged about the boycott.

(b) That nothing is likely to happen in the near future, e.g. in the United Nations Assembly, to change Arab feelings.

Consequently (c) that it is fairly certain, if Article 23 remains, that the Arab countries will be outside I.T.O. and

(d) that we shall lose the valuable means that I.T.O. would afford of keeping a check on the Arab States in matter of international trade.

(e) That there might also be a tendency, if the U.S.S.R. remains outside I.T.O., for other non-members to seek or accept closer commercial relations with her. In the Middle East any such tendency would have serious political implications.

(f)/...

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(f) Above all, that the Article as it now stands is unlikely to be of much use as a weapon against the Arab boycott. If the Article is left as it is, the Arab States join I.T.O., and the United Kingdom as the Power responsible for Palestine is thus obliged to challenge them on the subject of the boycott, the result would be, either (i) that the Arabs would ignore the challenge and it would be decided not to invoke Article 35 (the sanctions article); or (ii) that Article 35 would be invoked, but members would be divided on the political issues and no clear-cut decision could be reached by the Organization, which would lower the prestige of both the Organization and the Charter; or (iii) that sanctions would be imposed, which might force the Arabs out of I.T.O., and in any case would do great harm to our relations with them.

7. On balance it would seem undesirable to leave Article 23 as it is. The question therefore arises whether we should try to have it deleted, or whether an amendment would be preferable. The former may be held to constitute too great a retreat on our part and it is unlikely that it would be accepted by other Delegations at Geneva. There is therefore, much to be said for a compromise, and our Delegation have suggested a re draft of the Article on the following lines:

"No member shall encourage, support, or participate in, campaigns designed for economic motives to discourage or reduce the consumption within its territory of the products or of a particular class.

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Reference:					
FO 371					
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of products of a member country".

This would leave it open for the Arab boycott to continue (but, as pointed out above, the Article in its present form would in any case be unlikely to put a stop to this boycott). It would prohibit boycotts from economic motives (with which alone the I.T.O. will be competent to deal), and might prove acceptable to the other members.

8. There remains the question whether action should be taken now, or postponed until the World Conference. The main argument for postponement is that the hearing of the Palestine case by the General Assembly of the United Nations might have such results as to cause the Arab States to lift the boycott and make it unnecessary for Article 23 to be amended to all. But it cannot be said that this outcome seems at all probable. On the other hand, postponement has the disadvantages: (a) that it may be far more difficult, perhaps impossible, to amend or delete the Article at the World Conference when it has already been passed at Geneva. It will not be easy to amend the article even in the smaller circle of the Preparatory Committee, but at Geneva we have to deal only with the Lebanon; (b) that if we retreat before the Arabs under the spotlight of a World Conference, their triumph will be greater and the adverse repercussions elsewhere will be magnified.

9. On the whole therefore it seems undesirable to postpone the issue, and it is therefore suggested that the United Kingdom Delegation to the Preparatory Committee be instructed...

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Reference: FO 371 61863

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instructed to try to secure an amendment to
Article 23 on the lines suggested in paragraph
7 above.

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Reference: FO 371 / 51863					

OUT FILE

68

FOREIGN OFFICE.

22nd July, 1947.

(5969/347/31)

As you know, a meeting was held recently between representatives of the Colonial Office, Board of Trade and Foreign Office to see if agreement could be reached on the instructions to be sent to the United Kingdom Delegation at Geneva in reply to their telegram No. 924 of the 7th July, on the attitude which they should adopt towards Article 23 of the Draft Charter, with particular reference to the Arab boycott of Zionist goods.

2. No agreement was reached at this meeting as the Colonial Office representatives deprecated any attempt to amend or delete the Article, while our attitude was that it would be highly undesirable to leave the Article as it is.

3. Since then we have given further thought to the question and I enclose a paper setting out our view of the matter. We for our part are thoroughly convinced that the Article in its present form would, in practice, be ineffective in stopping the Arab boycott (paragraph 6 (f) of the paper) and that it would at the same time have most undesirable consequences (paragraph 6 (c) and (e) of the paper).

4. I should be most grateful for your views and ...

Mr Gerard Clauson, K.C.M.G., O.B.E.,
Colonial Office.

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Reference: **FO 371 51863**

NOTHING TO BE WRITTEN IN THIS MARGIN.

Registry
No.

~~TOP SECRET~~
Secret.
~~CONFIDENTIAL~~
~~RESTRICTED~~
~~SECRET~~

C.T.C.

Draft.
U.K. Delegation,
GENEVA

Telegram.

No.

(Date)

Repeat to :—

~~TOP SECRET~~
~~CONFIDENTIAL~~
Cypher.

Distribution :—
International
Trade

Copies to :—

F. O.,

194 .

Despatched

M.

NEUTRAL
MOST IMMEDIATE

Following for Marten from Crowe.

Your telegram Nos 1253 [Article 23] & 1269

In accordance with the Cabinet decision you should at once approach the Lebanese Delegate and make a further attempt to reach agreement on the text of a boycott article which would not be an obstacle to the entry of the Arab States into I.T.O. The draft contained in paragraph 5 of your telegram No. 924 offers a possible line of approach.

2. If you fail to reach agreement with the Lebanese before the meeting at which the fate of Article 23 must be decided, you have discretion to vote in favour of the U.S. proposal or to abstain from voting. The latter course would be preferable if you do not think that our abstention would endanger the motion.

3. If you think there is a prospect of an agreement with the Lebanese but you are unable to agree on a text before Tuesday morning, you should, if possible, endeavour to secure a further postponement.

*Plenary sent to
Tel. Bureau and
despatched. N.B. 12/4*

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Reference: **FO 371** 51863

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C.T.C.

Date _____

Despatched

**U.K. Delegation,
GENEVA**

NEUTRAL

MOST IMMEDIATE

Following for Marten from Crowe.

-Your telegram No. 1253 [Article 23]

No 1417

Date Aug: 11

In accordance with the Cabinet decision you should at once approach the Lebanese Delegate and make a further attempt to reach agreement on the text of a boycott article which would not be an obstacle to the entry of the Arab States into I.T.O. ~~(The draft contained in paragraph 5 of your telegram No. 924 offers a possible line of approach.)~~

2. If you fail to reach agreement with the Lebanese before the meeting at which the fate of Article 23 must be decided, you have discretion to vote in favour of the U.S. proposal or to abstain from voting. The latter course would be preferable if you do not think that our abstention would endanger the ^{proposal} ~~motion~~.

3. If you think there is a prospect of an agreement with the Lebanese but you are unable to agree on a text before Tuesday morning, you should, if possible, endeavour to secure a further postponement.

XX-XXX X

Cypher

Dist:
International
Trade

L.P. 11/8.

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Reference:-

FO 371 64863

UE
Secret

Cypher/OTP

INTERNATIONAL TRADE DISTRIBUTION

FROM FOREIGN OFFICE TO GENEVA

(To United Kingdom Delegation)

No. 1417

D. 7.25 p.m. 11th August, 1947.

11th August, 1947.

///

MOST IMMEDIATE

NEUTRAL

Your telegram No. 1253 [Article 23].

Following for Marten from Crowe.

In accordance with the Cabinet decision you should at once approach the Lebanese Delegate and make a further attempt to reach agreement on the text of a boycott article which would not be an obstacle to the entry of the Arab States into I.T.O.

2. If you fail to reach agreement with the Lebanese before the meeting at which the fate of Article 23 must be decided, you have discretion to vote in favour of the United States proposal or to abstain from voting. The latter course would be preferable if you do not think that our abstention would endanger the proposal.

3. If you think there is a prospect of an agreement with the Lebanese but you are unable to agree on a text before Tuesday morning, you should, if possible, endeavour to secure a further postponement.

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Reference: FO 371 / 51863

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39

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E 7575

1947

PALESTINE

18 AUG 1947 73

Registry
Number

E7575/34/31

TELEGRAM FROM

No.

UK Del.

Dated

General

Received
in Registry

1315

Aug 16

- 18

Arab Boycott

W.S.
D.B.

R/par 70 of 1376 (E7575/34/31) passed
impossible to come to an arrangement with
Lebanese Legation for amendment of article
23. Have lost of notes by UK delegation
and Lebanese Legation. Matter put to
vote motion to delete article lost by seven
to six of 11 voters with minority.

Last Paper.

7415

References.

(Minutes.)

A pity. But these events may make
things easier at the world conference.

E.R. ^{LB.} 19/8.
M.E/S. mms rpk

H.B. 18/8

(Print.)

(How disposed of.)

(Action
completed.)

PCB 22/8

(Index.)

16/8/48

Next Paper.

8004

32008 F.O.P.

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5
6

Reference:

FO

371

61863

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Cypher/OTP

INTERNATIONAL TRADE DISTRIBUTION

FROM UNITED KINGDOM DELEGATION GENEVA
TO FOREIGN OFFICE

No.1515

D. 9.16 p.m. 16th August, 1947

16th August, 1947

R.12.05 a.m. 17th August, 1947

IMPORTANT

NEUTRAL

SECRET

E 7575

18 AUG 1947

Our telegram No.1576 and connected correspondence.
Boycotts.

It proved impossible to come to an arrangement with Lebanese delegation for an amendment of article 23 such as might have satisfied them since only solution which seemed feasible on these lines was quite unacceptable to United States delegation. This was for an amendment which would have limited the article to prevention of boycotts designed for economic motives.

2. Discussion with United States delegation, however, produced scheme for coupling with their motion for the deletion of the article, the insertion of a note in the report of the Preparatory Committee, final version of which read as follows:-

[Begins].

In omitting from the Charter provisions relating to boycotts, such as appeared in earlier drafts, the Committee did not wish to imply any condonation of boycotts but considered that this problem would be most effectively dealt with by the provisions of the charter relating to consultation among members and to the possible nullification or impairment of the benefits of the charter.

[Ends].

3. This solution, if Lebanese delegation would have accepted it, seemed to us much better from our point of view than the emasculation of the article. At the meeting of Commission A on 15th August however opposition to removal of article started to build up on grounds of principle, and although Lebanese delegation were apparently in favour of deletion despite the proposed note, gave notice of their

intention

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Reference: FO 371 61863

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intention to propose an amendment to Article 25, effect of which would be to permit the following exception to the general prohibition of quantitative restrictions.

[Begins].

Prohibitions or restrictions on importation imposed by a member before 10th April 1947 with the object of protecting a vital national interest. The prohibitions imposed as above shall be removed as soon as the circumstances which gave rise to them have ceased to exist.

[Ends].

4. In view of probability of close vote, United Kingdom delegation, in accordance with instructions, indicated their agreement with United States proposal for deletion of article, but in view of Lebanese threat in respect of Article 25, emphasised the fact that their assent to deletion would be conditional upon the proposal note.

5. When the matter was put to the vote the motion to delete the article was lost by seven to six, United Kingdom voting with the minority.

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Reference: FO 371 51863

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1947

E

E 8004

75

1 SEP

PALESTINE

Registry
Number

FROM

No.

Dated

Received
in Registry

E 8004/347/31

Flaming.

Damascus

67/54/47

21 Aug

1 Sept

Arab Boycott.

From particulars of case of one KHAZEM RISHEN
an ZAMRIA of the main quarter of Damascus
who has been sentenced to three years
expulsion from Syria by the Criminal
Court of Damascus for possessing and
selling Zionist Goods.

Last Paper.

75-75

References.

(Print.)

(How disposed of.)

(Action
completed.)

(Index.)

J. L. 16/9

10/4/48

Next Paper.

8960

Wt 24772/717 17865 10/38 F.O.P.

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Reference: **FO 371** / **61863**

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E 76
British Legation,
Damascus.

67/54/47.

E 8004

21st August, 1947.

1 SEP

Dear Department,

With reference to correspondence about the boycott of Jewish goods by the Arab states, you may be interested to hear that, according to the local press, the Syrian Government press department have issued an official communique stating that a certain Kazem Rashed al Zamriq (a Moslem) of the Meidan Quarter of Damascus has been sentenced to three years imprisonment with hard labour to be followed by three years expulsion from Syria by the Criminal Court of Damascus for possessing and selling Zionist goods. The goods in question have been confiscated and are to be sold by order of the Court, the proceeds to be paid into the Arab fund for the redemption of lands in Palestine.

We are sending a copy of this letter to the Government Secretariat at Jerusalem.

Yours ever,

Chancery. 9.

Eastern Department,
Foreign Office,
LONDON, S.W.1.

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Reference:

FO 371 / 51863

48

41

1947

E

PALESTINE

E 8960

77

29 SEP 1947

Registry Number

E 8960/347/31

TELEGRAM FROM

No.

Dated

Received in Registry

Beirut

530

15 July

18

I.T.O. Lebanese Attitude
Refer General 924 (E 5989/347/31) Minister
Foreign Affairs does not anticipate any
difficulties with Article 23. Lebanese feel are
being subjected to strong U.S. pressure because
of desire of Arab League states to establish
preferential tariff rates.

Last Paper.

8004

~~8004~~ 8334

References.

E 5909/37/31

E 6239/199/89.

(Minutes.)

See UE 6317.

L.B.

16/8

JO Sept 30

(Print.)

(How disposed of.)

Rptd) U.K. Del. Geneva
U.K. Del. New York

Usual NEUTRAL
distribution

July

(Action completed.)

24/8

(Index.)

[Signature]

Next Paper.

8975-

32003 F.O.P.

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Reference: **FO 371** / **61863**

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INTERNATIONAL TRADE DISTRIBUTION

E 8960

29 SEP 1964

R. 2. 10 a.m. 16th July, 1947.

United Kingdom Delegation Geneva
United Kingdom Delegation New York
Damascus (Saving)

NEUTRAL

International Trade Organisation.

Foreign Office please pass to United Kingdom Delegation Geneva as my telegram No. 3 and New York as my telegram No. 6.

[Repeated to United Kingdom Delegation Geneva and United Kingdom Delegation New York].

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 Reference: **FO 371**
64863

No.

Draft.

GENEVA.

Telegram.

No. 1282

28 JUL 1947

28 JUL 1944
July 29th
CYPHER

Dist:

Departemental No. 1.

MINISTRY OF SUPPLY

PLEASE DESPATCH THIS TELEGRAM.

(TELS) B.

Date _____

28 JUN 1947

OUTFILE.

Despatched

M

For: Barnes, ~~Ministry of Supply,~~
U.K. Delegation, Geneva.

From: Hutchinson.

- (1) Understand from Board of Trade that Lebanon - Syria have requested binding ~~all~~ free entry on U.K. tariff on licorice root.
- (2) Bulk of U.K. supplies of this root are at present being imported from Turkey. Quantities coming from Lebanon - Syria are relatively small. Full statistics of pre-war imports sent by air bag.
- (3) It seems a matter of consideration whether we bargain with Lebanon - Syria on this item; nevertheless there seems little possibility that the necessity of imposing an import duty on licorice root will ever arise and we would have no objection to the binding of free entry.

Distribution as usual **tw.s.2**
28/7/47.

2877

LB

29/7

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Reference: **FO 371 51863**

OUTLET.

80

UE
Confidential

Cypher/OTP

DEPARTMENTAL NO.1.

FROM FOREIGN OFFICE TO GENEVA (UNITED KINGDOM
DELEGATION)

No. 1282

July 29th, 1947. D. 1.45 p.m. July 29th, 1947.

SSSSS

For Barnes from Hutchinson.

Understand from Board of Trade that Lebanon-Syria have requested binding free entry on United Kingdom tariff on licorice root.

2. Bulk of United Kingdom supplies of this root are at present being imported from Turkey. Quantities coming from Lebanon - Syria are relatively small. Full statistics of pre-war imports sent by air bag.

3. It seems a matter of consideration whether we bargain with Lebanon - Syria on this item; nevertheless there seems little possibility that the necessity of imposing an import duty on licorice root will ever arise and we would have no objection to the binding of free entry.

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Reference: FO 371 / 51863

1947

PALESTINE

E 8975

20 SEP 1947

Registry Number

E 8975/34731

TELEGRAM FROM

No.

U.K. Tel.

Dated

Geneva.

Received in Registry

1253

5 Aug 12

J.L.O. Charter.

Refer Geneva tel 1241 (UE 7072/27/33) (15).
Delegato has said that his delegation
would be happy to see article 23 deleted from
the Charter. Only India supported this
comment.

Last Paper.

UE 7072. 8960

References.

UE 7072

(Minutes.)

See now our reply to Geneva - no. 1417.

L.B.
12/8.

JB sept. 30

(Print.)

(How disposed of.)

(Action completed.)

OK 14/8

(Index.)

16/8/48

Next Paper.

8976

UE 7072.

32003 F.O.P.

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Reference: FO 371 51863

82
OK
~~UE 7244~~
~~UE 7244~~
FILES
12 AUG 1947
EN OFFICE
E 8975
(m Delegation)
29 SEP 1947

E 8975

29 SFD

D. 8.16 p.m. 8th August, 1947
R. 9.28 p.m. 8th August, 1947

IMMEDIATE

SECRET

Following for Crow from Marten.

My telegram No. 1241.

In Commission A this evening Leddy (United States of America) said that his delegation would be happy to see Article 23 deleted from the Charter. The Lebanon-Syria Delegation was absent (preparing for a party) and only India actually spoke in support of it. Van Der Post (South Africa) said that his Delegation could not accept the United States proposal at any rate without further consideration and Holmes suggested that the matter should be considered later (as forecast in paragraph 2 of my 1241).

2. This was agreed. I personally have a feeling that the Preparatory Committee would accept the United States proposal if we supported it, and that its passing would hardly be noticed. You know the arguments in favour of this course, and I hope you will find it possible to raise the matter again.

3. Can you arrange for the contents of my telegram No. 1241 and of this telegram to be circulated to those concerned in Foreign Office, Colonial Office and the Board of Trade? We shall now require a clear-cut decision as to whether we should support or oppose the United States proposal not later than Thursday next week (14th August).

[Copy sent to Mr. Crowe, Economic Relations]

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1	2	3	4	5	6
---	---	---	---	---	---

Reference: **FO 371 61863**

1084 43

1941

E

E 8976

83

29 SEP 1941

PALESTINE

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E 8976/34/31

U.K. Pol.

Geneva.

1279

12 Aug

13

Article 23 of Draft Trade Charter.
Lebanon-Syria attitude.Repara 4.0 tel 1417 (UE 1072/27/32) Lebanon
Delegation in the approach and attempt
work to reach an agreement on the text
of a boycott article that will not be an
obstacle to the entry of Arab States into
I.T.O.

Last Paper.

E 8975
E 8976

References.

(Print.)

(How disposed of)

Bored) Mr. Davies (B.O.)
Mr. Harris (B.O.T.)Tel) Geneva 1440 15 Aug.
83) Manual NEUTRAL dist.

Aug. 22

80) Mr. Reed 1441 Dorek Ave
(B.O.)
(B.O.T.)
Aug. 22(Action
completed.)

Aug 14/8

(Index.)

16/8/48

Next Paper.

E 8977
UE 8301

(Minutes.)

The original draft of our tel. 1417 contained a suggestion that the text of the amendment proposed in Geneva tel. 924 offered a possible line of approach in the renewed negotiations with Lebanon-Syria. This suggestion was deleted at the request of the Colonial Office. From our point of view it is satisfactory that the Delegation propose to go back to this very suitable compromise. The alternative criterion of "vital national interests" would be most undesirable.

No action is required on this tel.

L.B.
13/8.

JB Sept. 30

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6

Reference:

FO

371

61863

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13 AUG 1947

84

CYPHER/OTP

INTERNATIONAL TRADE DISTRIBUTION

FROM GENEVA TO FOREIGN OFFICE

E 8976

(United Kingdom Delegation)

Mr. Wilson.
No. 1,279.

D: 4.33 p.m. 12th August, 1947.

12th August, 1947.

R: 4.45 p.m. 12th August, 1947.

③③③ ③③③ ③③③

TURNED LATE

SECRET

Following for Crowe from Marten.

Your telegram No. 1,417 and Darby's No. 1,273 to
Davies. Colonial Office.

Commission A decided this morning to postpone discussion of Article 23 until 10.30 a.m. Friday 15th August.

2. We propose to act on the instructions contained in paragraph 1 of your telegram No. 1,417 on Thursday, thereby allowing the Colonial Office the maximum time to consider Darby's telegram No. 1,273. We imagine the Colonial Office will anyhow wish to warn the Government of Palestine of the impending amendment to Article 23.

3. We propose to suggest to the Lebanon-Syria Delegation on Thursday that they should accept the text given in paragraph 5 of our telegram No. 924 of 7th July. The only amendments so far actually suggested are the alternatives by the Lebanon-Syria Delegation given in paragraph 2 of our telegram No. 425 of 16th May. Here the criterion which would exempt a boycott from the scope of Article 23 is "vital national interests." We are reluctant to see this introduced anywhere in the Charter as the criterion for a let-out, as it might spread like measles to other Articles and eventually contaminate the whole Charter and we said this at the time.

4. We hope that if we are successful with the Lebanon-Syria Delegation that the latter will put forward our text as their amendment and that we shall then indicate briefly that we support it. We should not however agree to this unless the prior concurrence of the United States Delegation can be obtained. We should also attempt to obtain South African agreement in advance and mention it to the Indian Delegation as well.

15.

1 2 3 4 5 6
 1 2
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 Reference: **FO 371**
51863

- 2 -

5. If we failed to get the prior concurrence of either the Lebanon-Syria or United States Delegations we should fall back on the suggestion in paragraph 2 of your telegram No. 1,417, abstaining if possible.

6. Foreign Office please send copies of this telegram to Davies Colonial Office and Harris Board of Trade with immediate priority.

[Advance copies sent to Mr. Davies, Colonial Office, and Mr. Harris, Board of Trade.]

1	2	3	4	5	6

Reference: **FO 371/61863**

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Dover House, 85A
Whitehall,
S.W.1.

14th August, 1947.

Dear Crowe,

I should be grateful if you could send the attached telegram as soon as possible to Darby at Geneva.

Yours sincerely,

(T.W. Davies)

C.T. Crowe, Esq.,
Foreign Office.

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Reference: **FO 371 51863**

Restored

Draft

**U.K. DELEGATION,
GENEVA.**

TEL NO. 1440
DATE Aug 15 4.

Cypher

Dist.

Int. Trade

IMPORTANT.

Date _____

Despatched

NEUTRAL

Following for Darby

from Davies.

Your telegram No. 1279
and your telegram No. 1273.

Article 23.

I think some confusion has arisen from the fact that so many of these telegrams take the form of personal messages. Actually, telegram No. 1417 was sent as a result of ministerial decision in which, of course, our Secretary of State concurred. Action upon it need not, therefore, be deferred. Letter follows.

L.S.

15/8

Reference:

三

[illegible]

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No. UE.

Restricted.

87

Cypher/OTP.

INTERNATIONAL TRADE DISTRIBUTION.

FROM FOREIGN OFFICE TO UNITED KINGDOM

DELEGATION. GENEVA.

No. 1440.

15th August 1947.

D. 1.45 p.m. 15th August 1947.

W:W:W:W:W

IMPORTANT.

NEUTRAL.

Following for Darby from Davies.

Your telegram No.1279 and your telegram
No.1273.

Article 23.

I think some confusion has arisen from the fact that so many of these telegrams take the form of personal messages. Actually, telegram No.1417 was sent as a result of ministerial decision in which, of course, our Secretary of State concurred. Action upon it need not, therefore, be deferred. Letter follows.

1	2	3	4	5	6
1	2	3	4	5	6

Reference: **FO 371** 61863

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1049

E

E 8977

86

194

PALESTINE

29 SEP

Registry
Number

E 8977/247/21

TELEGRAM FROM

No.

U.K. Del

Dated

Geneva

Received
in Registry

1299

15 Aug
16

Article 23 Draft Trade Charter
Balance - Syrian Attitude.

Refer Geneva til 1249 (E 8976/347/21) Scheme
outlined - Para 3, was not approved by
US delegation, US motion for deletion of
article 23 was defeated.

Last Paper.

UE 7369 8976

References.

(Print.)

(How disposed of.)

(Minutes.)

CB.
1948

18 Sept. 30

(Action
completed.)

21/8/8

(Index.)

[Signature]

Next Paper.

95-16
UE 7328

32003 F.O.P.

1
2
3
4
5
6

Reference:

FO

371

61863

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Mr. Bealey.

89

I gather all the pp.
dealing with the Arab League
boycott are entered E &
I have therefore hunted up
any which still remained
entered with us. This is
the lot, except for UE
7072/37/53 which we
can't at the moment locate.
Will you get them
re-entered.

F.W. Marten

12/9

Division Machine
DAG/24/9

1	2	3	4	5	6
1	2	3	4	5	6

Reference: **FO 371 31863**

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E 8977

90

Cypher/OTP

INTERNATIONAL TRADE DISTRIBUTION

FROM UNITED KINGDOM DELEGATION GENEVA TO
FOREIGN OFFICE

UE

Mr. Helmore

No. 1299

15th August, 1947

D. 7.25 p.m. 15th August, 1947

R. 7.30 p.m. 15th August, 1947

8 8 8 8 8

IMMEDIATE.

CONFIDENTIAL.

Following for Crowe from Marten.

My telegram No. 1279. UE 7278/37/53

Scheme outlined in paragraph 3 did not find favour with United States Delegation. We therefore acted as forecast in paragraph 5, but United States motion for deletion of Article 23 was defeated by 7 votes to 6.

[Copy sent to Mr. Crowe]



1	2	3	4	5	6
1	2	3	4	5	6

Reference:

FO

371

51863

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45

E

1947

PALESTINE

E 8518

91

14 OCT

Registry
Number

E 9516/347/31

TELEGRAM FROM

No.

Dated

Received
in Registry

M. Pelham
Regd.
9148
13 Oct
114

Arch Baycott Reg.
Rfrs Regd. at 710/E1015/347/31 only
mainly have Regd. foot actually applied
Baycott Regd. arriving - Regd. by air
- Enroute which have only reached down
at Lydda and to Regd. which have been
trans. shipped at Lydda.

Last Paper.

8977

References.

(Print.)

(How disposed of.)

S. Henderson
M/C.A.
P.V.
R.O.T.

24 Oct.

(Action
completed.)

PSM
7/10/10

(Index.)

16/10/10

Next Paper.

E 9968

(Minutes.)

Copy to Mr. Henderson (Min. of C.A.)
I have asked for initiation of
the underplanned groups.

J. E. Cable
15/10

Copy also to Co. a B1T

It would appear that para.
3 constitutes the further
representations which were called
for under the reply to a P.R.
discussed on E6414/347/31

Mr Walker (W.S.W.)
ME
E.R. 24/10

J. J. Benin
Oct. 16

24/10

7/11

1	2	3	4	5	6
1	2	3	4	5	6

Reference:

FO

371

51863

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E 9516/347/31

AMENDMENT SLIP

2 OCT 1947

DEPARTMENTAL NO. 2

Telegram No. 948 of 13th October from Bagdad to Foreign Office.

Paragraph 2. Line 1 should now read:

"This came to my notice when bags .."

Paragraph 3. Line 3 read:

"... written to the High Supply Committee".

Bot. 21

COMMUNICATIONS DEPARTMENT

20th October, 1947.



1	2	3	4	5	6
1	1	2	2	2	2

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Reference: **FO** 371 61863

Cypher/OTP.

DEPARTMENTAL NO. 2.

FROM BAGDAD TO FOREIGN OFFICE.

Mr. Pelham.
No. 948.

D. 10.11 a.m. 13th October 1947.

13th October 1947.

R. 11.50 a.m. 13th October 1947.

Repeated to: Cairo,
Tehran,
Jerusalem.

IMMEDIATE.

RESTRICTED.

My telegrams Nos. 667 and 710.

Only recently have Iraqi Government actually applied boycott to goods arriving in Bagdad by air in aircraft which have only touched down at Lydda and to goods which have been trans-shipped at Lydda. This is also being applied to goods landed at Bagdad which are destined for Tehran.

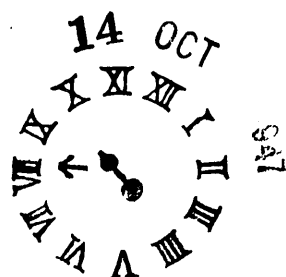
2. This (gps. undec.) maintained when bags addressed to this Embassy were impounded by the Customs on arrival. Immediately made strong representations and instructions have been issued that all diplomatic and official mail is not to be interfered with.

3. On my further representations on behalf of industry and commerce the Ministry of Foreign Affairs have written to the High [gp. undec.] Committee of which Prime Minister is Chairman requesting exemption of goods consigned to B.O.A.C. and oil companies. I do not expect any result until the Prime Minister returns.

4. Director General of Foreign Affairs has stated for political reasons nothing can be done to exempt ordinary commercial air freight from confiscation. I pointed out the absurdity of this rule which only does harm to the Iraqis themselves. I will again take matter up with the Prime Minister on his return but I am not confident of success.

5. For Tehran only. I agree to suggestion in your telegram No. 285. Pressure by Persian Government may help.

W:W:W:W



1	2	3	4	5	6

Reference: **FO 371** 51863

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46

1947

E

E 9968

94

PALESTINE

25 OCT

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E 9968/347/PA

M. Evans

Reinst

68 facing

24 Oct

25 -

Arab Boycott

Refer Reinst to 759 (E 9703/75-4/65) Minutes
 PM state that at meeting of Arab League Council
 on Oct 15 it was decided 1) to re-inforce boycott
 of Jewish goods 2) to call an Arab League
 Economic Conference to study means of minimizing
 ill effects of boycott on economy of Arab
 States.

Last Paper.

95/16

References.

(Minutes.)

Copy co. /
 BIT, nke

[Signature]
 L.S. CABINET
 27/10

Bort. 27

(Print.)

(How disposed of.)

8, 80.
 B.O. 7. *[Signature]*
 ✓ Oct 28

(Action
completed.)

(Index.)

*[Signature]**[Signature]*

Next Paper.

10348

Wt. 24772/717 17895 10/38 F.O.P.

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6

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 Reference: FO 371 51863

F 95

Mr. Evans,
No. 69 SAVING

R.

24th October, 1947.

Repeated to Cairo Embassy No.66
Cairo B.M.E.O. No.51
Bagdad No.96
Jerusalem No.69
Damascus No.253
Amman No.102
Jedda No.101

SAVING

E 9968

My telegram No.759.

25 OCT

Palestine: Arab Boycott of Zionist goods.

The Lebanese Prime Minister has informed me that at meeting of Arab League Council on October 15th it was decided (1) to re-inforce boycott of Zionist goods (2) to call an Arab League Economic Conference to study means of minimising ill-effects of boycott on economy of Arab States, particularly by finding alternative markets for Arab goods.

900

A circular date stamp from the National Archives. The text "OCT" is at the top, "25" is on the left, and "1941" is on the right. The center of the stamp features a clock face with Roman numerals. The hands of the clock indicate a time of approximately 10:10.

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Reference: **FO** 371 61863

~~Top Secret.~~
Secret.
~~Confidential.~~
Restricted.
Open.

L.
F.
L.
P.

Telegram.

No. 1121 ✓

(Date) Dec 7

Repeat to :—

NOTHING TO BE WRITTEN IN THIS MARGIN.

B & T
Concur
Ec. Relations Dept } 2/12
M.E. S. }
L.S. / 12
~~En Clair.~~
~~Code.~~
Cypher.

Distribution :—

Departmental No.2

Copies to :—

Mr. Couldrey,
Board of Trade

6 DEC 1947

SENT TO

OUT FILE

CYPHER

November 1947

Despatched 6-55A M.

SECRET

Your telegram No. 1027 of 4th November:
Iraqi boycott of goods passing through
Palestine.

According to the American Embassy here the State Department have received a report from their Bagdad mission dated 8th November reporting that all goods passing through Palestine in transit whether carried by land, sea or air are subject to the boycott and liable to confiscation on arrival in Iraq by the Iraqi customs without redress. The State Department are contemplating representations to the Iraqi Government and have enquired what our attitude is.

2. It appears from your telegram under reference that the American Embassy's report is inaccurate. If you see no objection I ~~should~~ ^{be} be grateful if you ~~w~~^uould draw their attention to the true facts. As regards further representations to the Iraqi Government I do not think that the present moment is at all propitious and propose to ask the American Embassy here to discourage the ~~idea of~~ ^{State Department from} making any. I should be grateful for your comments.

 $\sqrt{x/12}$

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1 2 3 4 5 6

Reference: **FO 371** **51863**

OUT FILE

99

E.10348/347/31.

Secret.

Cypher/OTP.

DEPARTMENTAL NO.2.

FROM FOREIGN OFFICE TO BAGDAD.

No.1121.

D. 10.25 a.m. 5th December, 1947.
4th December, 1947.

SECRET.

Your telegram No.1027 [of 4th November: Iraqi boycott of goods passing through Palestine].

According to the American Embassy here the State Department have received a report from their Bagdad Mission dated 8th November reporting that all goods passing through Palestine in transit whether carried by land, sea or air are subject to the boycott and liable to confiscation on arrival in Iraq by the Iraqi customs without redress. The State Department are contemplating representations to the Iraqi Government and have enquired what our attitude is.

2. It appears from your telegram under reference that the American Embassy's report is inaccurate. If you see no objection I should be grateful if you would draw their attention to the true facts. As regards further representations to the Iraqi Government I do not think that the present moment is at all propitious and propose to ask the American Embassy here to discourage the State Department from making any. I should be grateful for your comments.

- - - - -

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Reference:

FO

371

51863

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48.

1947

E

PALESTINE

11/17/30

11 DEC

100

Registry
Number

TELEGRAM FROM

No.

Dated

Received
in Registry

E11730/247/21

M. Bark.

Bagdad.

1269

9 Dec

11 -

Arab Boycott 1947
 After 10 to 1121 (E10348/247/21) American report
 of Nov. 8, was inaccurate, mentions a set
 out in Bagdad to 1027. U.S. Charge received
 instructions to protest but asked others first.
 in Bagdad said that he saw no chance of success, and that
 any how U.S. Embassy was in no position to make
 such representations.

Last Paper.

10348

References.

(Print.)

(How disposed of.)

Dpt. R. G. Bouldrey

B.O. 7/1

from Mr. Pyman,

(enc)

✓ Dec. 18

Dpt. M. J. Brownley

in form

from Mr. Pyman,

(enc)

✓ Dec. 18

(Action
completed.)

(Index.)

G. L. 23/12

16/12/48

Next Paper.

(Minutes.)

? P. inform U.S. Embassy.
 (I suppose it was Mr Lewis
 Jones to Mr Pyman: E10348

J. S. Davis

Dec. 11

Mr Walker 12/12

M.E.C. 19/12
E.R. 20/12

I have done so.

Cpy 12 - C. L. B. S. T. & W. L.
under covers.LP
15/12

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Reference:

FO

371

61863

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Cypher/OTP

E. 101
DEPARTMENTAL NO. 2

FROM BAGDAD TO FOREIGN OFFICE

Mr. Busk
No. 1269

D. 8.32 a.m. 10th December, 1947.

9th December, 1947. R. 9.17 a.m. 10th December, 1947.

CONFIDENTIAL

Your telegram No. 1121.

11 DEC
American report of November 8th was inaccurate.
Position is as set out in my telegram No. 1027.

2. United States Chargé d'Affaires received instructions to protest but asked my advice first. I said that I saw no chance of success, and that anyhow United States Embassy were in no position to make such representations. He agreed and will, I gather, do nothing.

3. Position has been carefully explained to the United States Commercial Secretary. Incidentally this is the second occasion in the last month that he has got United States Embassy into a mess by sending inaccurate reports. Other was tendentious report about cereals in Iraq.

MM



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Reference:

FO 371 / 51863

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NOTHING TO BE WRITTEN IN THIS MARGIN.

Registry
No. E 11730/347/31

Top Secret.
Secret.
Confidential.
Restricted.
Open.

L.
F.
L.
P.

Draft.

Mr. T. Bromley,
H.M. Embassy,
Washington.

from
L.F.L.
Mr. Pyman.

*Letter to R.A.T.
Ad 12/69
Ad 12/69
Ex. 12/1 to Ad*

17/12
18/12

OUT FILE FOREIGN OFFICE, S.W.1.

+ OC *B* December, 1947.

My dear Tom,

I enclose a copy of a letter which
I have written to the Board of Trade
about the Iraqi boycott of goods passing
through Palestine, together with copies
of the telegrams exchanged with Bagdad
on the subject.

*I do not think that there is
any need for you to say anything
to the State Department, but I
thought you might like to have the
correspondence.*

*LP
14/12*

Yours ever

(Sgd.) Lance Pyman.

(L.F.L. Pyman)

102 1145

1	2	3	4	5	6
1	2	3	4	5	6

Reference: **FO 371** 51863

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OUT FILE

103

FOREIGN OFFICE, S.W.1.

18th December, 1947.

(E 11730/347/31)

Confidential.

My dear Tan,

I enclose a copy of a letter which I have written to the Board of Trade about the Iraqi boycott of goods passing through Palestine, together with copies of the telegrams exchanged with Bagdad on the subject.

I do not think that there is any need for you to say anything to the State Department, but I thought you ought to have the correspondence.

Yours ever

(Sgd.) Lance Pyman

(L. F. L. Pyman)

T. Bromley, Esq.,
Washington.

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1	1	2	2	2	2

Reference: **FO 371** 51863

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NOTHING TO BE WRITTEN IN THIS MARGIN.

(2/47) (14728) Wt. 11489-144 250m 5/47 G.S.St.

Registry
No. E 11730/347/31

~~Top Secret.~~
~~Secret.~~
Confidential.
~~Restricted.~~
~~Open.~~

L.
F.
L.
P.

Draft.

Mr. R.C. Couldrey
Board of Trade

from
L.F.L.
Mr. Pyman.

Pat. 1269

OUT FILE

FOREIGN OFFICE, S.W.1.

104
18 December, 1947.

You told me some time ago that the United States Embassy here had raised with you the question of the Iraqi boycott of goods passing through Palestine referred to in Bagdad telegram No. 1027 of the 4th November. You will remember that as a result of discussions with the United States Embassy here we sent a telegram to Bagdad (No. 1121 of the 4th December) of which we sent you a copy.

I now enclose a copy of the reply which we have received from Bagdad. I have passed on the gist of it to the United States Embassy here who had already received a rather similar report from Bagdad. They are quite clear that the United States Government will not now be making any representations and the matter can be regarded as dead.

I am copying the exchange of telegrams to our Embassy at Washington for their information.

L.P. 12

1	2	3	4	5	6
1	2	3	4	5	6

Reference: **FO 371** 51863

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OUT FILE

105
END

FOREIGN OFFICE, S.W.1.

18th December, 1947.

(E 11730/347/31)

Confidential

Dear Couldrey,

You told me some time ago that the United States Embassy here had raised with you the question of the Iraqi boycott of goods passing through Palestine referred to in Bagdad telegram No. 1027 of the 4th November. You will remember that as a result of discussions with the United States Embassy here we sent a telegram to Bagdad (No. 1121 of the 4th December) of which we sent you a copy.

I now enclose a copy of the reply which we have received from Bagdad. I have passed on the gist of it to the United States Embassy here who had already received a rather similar report from Bagdad. They are quite clear that the United States Government will not now be making any representations and the matter can be regarded as dead.

I am copying the exchange of telegrams to our Embassy at Washington for their information.

Yours sincerely

(Sgd.) (L. F. L. Pyman)

R. C. Couldrey, Esq.,
Board of Trade.

1	2	3	4	5	6
1	1	1	1	1	1

Reference: FO 371 51863

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